RAILWAY LANDS PART II: PROPOSALS

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPT.
STEPHEN G. McLAUGHLIN, COMMISSIONER March 1985

CITY OF TORONTO
PLANNING AND DEVELOPMENT DEPARTMENT

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To: Land Use Committee

Subject: Railway Lands Part II Plan: Proposals
Railway Lands Part II Plan: Implementation Strategy

Origin: Commissioner of Planning and Development
(c711uc85157:81)

Comments:

The abovementioned reports, which are attached under separate cover, follow from City Council's endorsement in December of 1983 of the Railway Lands Part II: Development Concept and the resolution of outstanding issues. The two reports, which relate to one another, address various planning and procedural matters raised by City Council and the Land Use Committee. The reports reflect proposed modifications to the original Development Concept that result from the announcement by former Premier Wm. G. Davis regarding the proposed location of a covered stadium and multi-purpose facility within the Railway Lands area.

As is normal with the submission of a proposed Part II Plan, I will be recommending that the Land Use Committee circulate the attached reports and set a date, time and place for a public meeting in order to seek the views of all interested persons.

For the information of the Land Use Committee and others, I am proposing that the following process take place with respect to the circulation, preparation and adoption of the Railway Lands Part II Plan and associated zoning by-laws and other agreements.

Step 1:

The Land Use Committee authorizes circulation of Part II Plan: Proposals and Part II Plan: Implementation Strategy reports to interested parties, affected agencies and the general public.

The Land Use Committee sets a date, time and place for a public meeting to seek the views of interested parties. I am recommending that this meeting be held during the week of April 15.

Step 2:

Following this circulation and public meeting, I will prepare a Final Report on the Railway Lands Part II Plan and Implementation

Strategy in consultation with other City officials, which will include the draft by-law giving effect to the Part II Plan, the draft zoning by-law which implements the Plan, and a draft of the conditions to be included in any further agreements, particularly as they relate to land exchanges and conveyances, cost-sharing and responsibilities for the provisions of infrastructure and any other matters.

Step 3:

After the preparation of the Final Report I will report to the Land Use Committee with a recommendation that 30 days notice be given, in accordance with The Planning Act, 1983, at which time the statutory public meeting can be held.

Step 4:

At, or following, the statutory public meeting outlined in Step 3, the Land Use Committee may forward the draft by-laws to City Council for its approval.

Step 5:

Once the draft by-laws and authorization for the necessary agreements are adopted by City Council, the approved by-laws will be circulated in accordance with The Planning Act, 1983. This statutory circulation period is 35 days following adoption by City Council. If no objections are received, the by-laws would be automatically approved by the Minister of Municipal Affairs and Housing. If objections are received, and the matter is referred to the Ontario Municipal Baord for a hearing, City Council may re-affirm the by-laws previously adopted.

Step 6:

If it is considered that a Hearing before the Ontario Municipal Board is required, the Board will set a date, time and place for such Hearing.

If Council approves the recommendations of these reports then it is my estimation that Steps 1 through 5 outlined above can be completed by September of 1985, given the co-operation of all affected agencies. If, however, a Hearing before the Ontario Municipal Board is necessary, then final disposition would likely occur several months later.

Recommendations:

1. That the Land Use Committee receive the attached reports concerning the Railway Lands Part II Plan and Implementation

Strategy and authorize their distribution to all affected agencies and the general public; and

2. That the Land Use Committee authorize notice of a public meeting, to be held during the week of April 15 for obtaining views on the proposed Part II Plan and Implementation Strategy.

Stephen G. McLaughlin
Commissioner

NED/tc

RAILWAY LANDS: PART II PLAN PROPOSALS

1. Introduction

This report recommends that City Council consider the adoption of a specific Official Plan for the Railway Lands. It represents another step in the long process of consideration that the City has given to the future of this area. In the development of the Official Plan proposals, this report particularly follows on the goals and objectives adopted in 1978 and on the Development Concept endorsed by Council in 1983.

To gain a full understanding of the proposals, their underlying rationale and how they will be achieved, this report should be read together with the companion report Railway Lands Part II: Implementation Strategy and with the 1983 report Railway Lands Part II: Development Concept. In most respects these proposals are directly based on the proposals in the Development Concept report. In particular the goals for open space, housing, streets and roads, pedestrian movement, and connections to the wider City are as they were.

Where changes have been proposed they are explained in this report. There is one which is substantial. This proposal makes provision for a new stadium to be located south-west of the CN Tower. An assessment has been made and the stadium can be accommodated with only minor changes to the physical aspects of this plan and with some rearranging of the proposed pattern of uses between the Tower and the Spadina Avenue Subcentre. While pattern changes are proposed, no changes are recommended to the total level of redevelopment anticipated other than to include the stadium itself. This is explained in more detail later in the report. The development of the stadium will be a catalyst for the development of a significant proportion of the public infrastructure required for the lands as a whole, helping to create new linkages to and across the lands, and access to new City blocks within the lands.

The total set of proposals will be dependant on the co-operation of the three major landowners in the area for their implementation. The proposals have been developed after a consultation process that involved them as well as a wide range of public agencies.

The Plan proposals remain consistent with the City's long term goals for the area; building the City southward to the Lake, creating new centres of employment and new neighbourhoods;

building new City streets and enabling us to acquire substantial new parkland in the centre of the City.

1.1 Background and Purpose

The purpose of this report is to present detailed Part II Official Plan policies to guide the future growth and development of the Railway Lands. The Plan proposes policies and procedures to permit this development to take place on an incremental basis.

In September of 1983, the report entitled "Railway Lands Part II: Development Concept", prepared by the Planning and Development Department, was submitted to the Land Use Committee to permit informed and focussed public discussion concerning the nature and form of future Railway Lands development. The Part II: Development Concept emphasized the general principles of future development, rather than the complex details of an implementation strategy. Specific Part II Official Plan statements did not form part of the Part II: Development Concept.

Throughout October and November of 1983, eight special public meetings, which focussed on the Railway Lands Part II: Development Concept, were held by the Land Use Committee. In addition, the Development Concept was circulated to various affected agencies for comment. In December of 1983, City Council gave consideration to the Railway Lands Part II: Development Concept and, among other things, adopted the following major recommendation:

> **"That City Council endorse the Railway Lands Part II: Development Concept as:**
>
> **(i) a framework for the resolution of outstanding issues; (as outlined in the Development Concept report); and**
>
> **(ii) a basis for the development of a comprehensive implementation strategy dealing with matters such as land exchanges and conveyances; community services, including public health and library facilities; the application to the Railway Lands of development control tools and the preparation of the necessary by-laws established in The Planning Act, including a Part II Official Plan, Zoning By-law and Section 40 Review; a phasing plan; and agreements respecting responsibility for the provision of infrastructure and the sharing of infrastructure costs."**

A complete list of the recommendations, as adopted by City Council in December of 1983, is attached as Appendix I. In addition, the Land Use Committee directed that certain issues be considered in developing a Part II Plan for the Railway Lands. These Land Use Committee referrals are attached as Appendix II to this report.

To the extent possible, all of the referral items by City Council and the Land Use Committee are dealt with as they logically arise in explaining the Railway Lands: Part II Proposals report. Some matters are dealt with in the companion Railway Lands: Part II Implementation Strategy report, while others will be dealt with in separate reports.

Since Council's actions in 1983, staff of the Planning and Development Department have had ongoing discussions with the major landowners within the Railway Lands (CN Real Estate, Marathon Realty Ltd., and the Canada Post Corporation); officials from various City Departments; as well as with affected agencies including the Toronto School Board, Metropolitan Toronto officials, various Provincial agencies, including the Ministry of Municipal Affairs and Housing, the Ministry of the Environment, and the Ministry of Transportation and Communications, the Railway Lands Steering Group, and individual members of the public who have contacted City staff.

2. General Issues

2.1 Proposal for a Covered Stadium and Multi-Purpose Facility within the Railway Lands.

On January 16, 1985, after considerable deliberation, former Premier William G. Davis announced the selection of a site for a covered stadium and multi-purpose facility .

The site chosen, which is located to the west of the CN Tower, has led to a series of revisions to the previously endorsed Part II: Development Concept which are addressed in detail later within this report. In general terms, however, the Part II proposals reflect a revised development concept which integrates the stadium complex into the urban context originally outlined. It is also important to note that the development potential outlined in the Development Concept has been retained in terms of both residential and non-residential uses. The decision to locate the new stadium in this location gives the opportunity to create an urban dome, complementary to adjacent uses, and fundamentally transit - and pedestrian-oriented. A fuller discussion of the stadium area land use proposals is presented later in the report.

2.2 Environmental Overview Study

Of particular significance in finalizing a proposed Part II Plan for the Railway Lands was the completion of an Environmental Overview Study of the Railway Lands area, including an assessment of environmental issues arising from sources outside of the boundaries of the Part II Plan area. This Environmental Overview Study was carried out for the Railway Lands Steering Group by

DelCan Consulting Engineers and Planners. For information purposes, the Executive Summary of the Environmental Overview Study is contained in Appendix III to this report.

In general, the study "showed that there appear to be few, if any, conflicts between the proposed land uses described in the Development Concept document (City of Toronto, 1983) and environmental conditions in the Railway Lands.

In the few instances where conflicts may exist, proper site planning, design and construction would eliminate the concern. The development would, in fact, improve the overall environmental quality of the area."

As outlined in the Environmental Overview Study, and based on consultation with officials from the Ministry of Municipal Affairs and the Ministry of the Environment, as well as the Medical Officer of Health for the City of Toronto, a detailed environmental procedure is recommended in the proposed Part II Plan. This environmental procedure, which is to be completed prior to the release of lands for development, is elaborated on in more detail within this report.

The announcement of a proposed site for a covered stadium and multi-purpose facility was made after the completion of the Environmental Overview Study for the Railway Lands Steering Group. As outlined in the revised land use plan explained further in this report on a proposed Railway Lands Part II Plan, I have taken into consideration any preliminary environmental impacts which I believe may be associated with a facility of this magnitude. The Railway Lands Steering Group has also indicated that it is proceeding to have the original Environmental Overview Study updated to reflect the proposal for the covered stadium. This update is expected shortly. In addition, the recommended Part II Plan subjects the proposed stadium and surrounding land uses to the same environmental process envisaged for all other lands included within the boundaries of the Railway Lands. CN Real Estate, the proponent of the covered stadium, is aware of the procedures outlined in this proposed Part II Plan. Once the necessary environmental analysis has been undertaken, the Planning and Development Department, in consultation with the other agencies outlined, will be reporting on this matter further in the context of the further planning approvals for the stadium complex.

2.3 Relationship of Railway Lands Part II Plan: Proposals report to Railway Lands Part II Plan: Implementation Strategy

This report, which addresses a proposed Part II Plan for the Railway Lands is intended to formalize City Council policy regarding the future growth and development of the Railway Lands area. The companion report on a Part II Plan implementation strategy outlines, in detail, the comprehensive development control strategy. Taken together with the Official Plan, this strategy will ensure the orderly transition of the area from railway uses to the broad mix of urban uses which are the goals of the Part II Plan.

The report on the implementation strategy also proposes a series of land exchanges and conveyances between the various landowners within the area with the objective of ensuring that major public benefits are secured and balanced with the corporate objectives of the landowners.

Finally, the Part II Plan: Implementation Strategy report outlines the framework for a proposed sharing of costs related to the provision of municipal services and other public infrastructure, such as streets and parks. This proposed cost-sharing strategy allocates the responsibilities for the provision of necessary City requirements among the appropriate benefitting land owners.

3. Approach to the Official Plan

In preparing the Railway Lands Part II Plan: Proposals, two procedural objectives were taken into consideration.

The first procedural objective was to follow, as closely as possible, the format and structure of other Part II Official Plan amendments previously adopted by City Council. While certain unique characteristics of the Railway Lands area are also addressed within the proposed Part II Plan, a format similar to other Part II Plans is considered valuable in terms of public understanding as well as useful for those professionals who will be involved in the future redevelopment of the Railway Lands area.

The second procedural objective relates to the development control strategy proposed to implement the Railway Lands Part II Plan. It is proposed that most of the development control procedures be included within the text of the Part II Plan, rather than in a separate General or Master Agreement between the City and the various landowners. The Part II Plan for the Railway Lands will be the most publicly accessible document forming the primary component guiding the future redevelopment of the area from railway uses to a mix of urban land uses. With this in mind, it is felt that the general public, as well as private interests, should have ready access the City's development procedures and that these should be reasonably conventional.

Although matters relating to the preparation of the lands for development such as servicing, the land exchanges and conveyances mentioned previously, and infrastrucutre cost-sharing will be secured by means of legal agreements between the various landowners and the City, the major planning procedures form part of the proposed Part II Plan. The companion report entitled Railway Lands Part II: Implementation Strategy outlines in much more detail the development control procedure and other agreements required.

3.1 Format and Structure of the Part II: Proposals

In achieving the first procedural objective outlined in the previous section of this report, the Railway Lands Part II: Proposals uses typical Official Plan designations found elsewhere in the City's planning documentation. For example, the proposed plan uses the High Density Mixed Commercial Residential land use designation as well as a Financial District designation. The latter denotes a high concentration of office commercial space, with additional potential to achieve a residential component, and is used in a similar manner to the Financial District designation found in the Part I Official Plan for the Central Area. These designations, although modified to suit special circumstances in the Railway Lands area, carry a policy intent similar to those used in other areas of the City.

3.2 Development Control Strategy

The second procedural objective, as outlined in the previous section, is achieved by the inclusion of a separate Development Strategy section within the proposed Part II Plan. As outlined further in this report, this section outlines the process to be undertaken by proponents of development in the area to ensure that future development proceeds in an orderly and incremental manner. The process also ensures that all detailed planning and environmental matters are adequately addressed prior to the release of lands for the uses contemplated by the proposed Railway Lands Part II Plan.

4. Explanation of the Part II Plan: Proposals

This section explains in detail the proposed Part II Official Plan designations and policies for the various areas within the Railway Lands.

Map A outlines the boundary of the Railway Lands Part II Plan. Map B illustrates the primary and secondary street system which divides the area into future development blocks. The proposed street system ensures effective and efficient transportation, transit and pedestrian movements both within and through the Railway Lands.

Map C outlines the proposed Official Plan designations for the Railway Lands.

Map D outlines the Parks and Open Space system proposed within the area, as well as pedestrian connections and crossings of the main rail corridor and Gardiner/Lakeshore road system.

Map E depicts the various "precincts" or phased development areas within the Railway Lands. It is intended that these "precincts" will be released on an incremental basis for future development after detailed plans have been considered by City Council, covering such matters as building location and form, urban design, infrastructure requirements, park and publicly accessible open spaces, and environmental constraints; Council would also give consideration to solutions as required to overcome any identified problems. More discussion of the development control strategy and "precincts" is provided in the accompanying Railway Lands Part II Plan: Implementation Strategy report.

Maps A, B, C, D, and E form part of the proposed Railway lands Part II Plan and, together with the text that accompanys them, form the Official Plan Amendment. Following is a section by section review of the text of the proposed Plan.

4.1 Interpretation (Section 1).

Section 1 of the proposed Railway Lands Part II Plan is typical of most Part II's adopted for other areas of the City. It defines the boundaries of the Part II Plan, as outlined on Map A, and lists the various land use districts which are explained in detail in further sections of the Plan.

It should be noted that Part I of the Official Plan for the City of Toronto, which contains general policies and guidelines for the future growth and development of the City, continues to apply, in most respects, to the Railway Lands. The Part II Official Plan is similar in function to Part I of the Official Plan but is much more detailed in its policy framework. Wherever the Part II Official Plan differs from Part I of the Official Plan, the Part II Plan takes precedence.

It should also be noted that Marathon Realty have asked that the portion of the Railway Lands within the Central Core be exempted from the provisions of the Official Plan Part I that call for 5 year reviews of office development and transportation capacity. They have also asked that we ensure that our proposal fully accommodates the Cabinet decision on the City's Central Area Plan. We will be reporting on these questions in the near future.

Section 1 of the proposed Railway Lands Part II Plan also makes reference to several general policies contained in Part I of the Official Plan which do not apply in the Railway Lands area. The general policies of the Part I Plan which do not apply to the Railway Lands are as follows:

Section 1A.10(b):

The intent of this Section is to require the provision of housing in High Density Mixed-Commercial-Residential Areas when a single commercial development exceeds 47 000 square metres (506,000 square feet) in floor area.

The proposed Part II Plan for the Railway Lands deals with the total Railway Lands as the basis for establishing housing requirements, rather than on a site by site basis. Since the majority of phased development areas or "precincts" will contain housing requirments, and since lands are being provided to the City for housing purposes, the requirement of Section 1A.10(b) of the Part I Official Plan is not required in the Railway Lands area.

Section 3A.2(c):

The intent of this Section of the Part I Official Plan is to permit hotels as a substitute for residential uses in Medium Density Mixed Commercial-Residential Areas.

In the proposed Railway Lands Part II Plan, the only Medium Density Mixed Commercial-Residential area is the Bathurst-Spadina Neighbourhood. This Neighbourhood is intended to be a significant residential area which will go a long way towards achieving the Plan's housing goals. Therefore, it is not appropriate to permit hotels to be subtituted for housing in the Bathurst-Spadina Neighbourhood.

Section 3A.2(e):

The intent of this Section of the Part I Plan is to permit "special housing" in Medium Density Mixed Commercial-Residential Areas at a density of up to 1,000 units per hectare.

The Bathurst-Spadina Neighbourhood, which is designated a Medium Density Mixed Commercial-Residential Area in the proposed Part II Plan for the Railway Lands, contains provisions to permit "special housing" in this area (see Section 10.67) at up to 850 units per hectare. The lower figure is more consistent with the built form objectives for the Bathurst-Spadina Neighbourhood.

Section 3.2(h):

The intent of this Section of the Part I Plan is to permit higher densities of up to 400 units per hectare for single-use residential buildings in Medium Density Mixed Commercial-Residential Areas.

The proposed Railway Lands Part II Plan discourages the construction of single-use buildings in favour of mixed-use buildings. In addition, the proposed Part II Plan discourages the higher densities which Section 3.2(h) of the Part I Plan would permit in order to help achieve the built-form objectives of the Bathurst-Spadina Neighbourhood.

Section 3A.3(c):

The intent of this Section of the Part I Plan is to permit hotels as a substitute for residential uses in High Density Mixed Commercial-Residential Areas. The proposed Railway Lands Part II Plan removes the Part I provisions in order to ensure that the housing objectives of the Part II Plan are achieved, particularly in the Spadina Sub-Centre.

The proposed Part II Plan permits hotels as a substitute for residential uses in the Financial District extension as well as in South Downtown High Density Mixed Commercial-Residential Area C.

Section 3A.3(f):

This Section of the Part I Plan applies to High Density Mixed Commercial-Residential Areas, and would require a specific amount of housing in buildings with a commercial density in excess of 3.0 times the lot area, if it is determined by City Council that the market place is not responding adequately to housing needs.

The proposed Part II Plan for the Railway Lands establishes clear housing requirements for the area, therefore, Section 3A.3(f) is not considered necessary.

Section 3A.3(g):

This Section of the Part I Plan permits a reduction of the residential requirement specified by the aforesaid Section 3A.3(f). Since it is proposed that Section 3A.3(f) not apply to the Railway Lands, Section 3A.3(g) should also not apply.

Section 3A.3(h):

This Section of the Part I Plan applies to High Density Mixed Commercial-Residential Areas and permits the deferral of construction of the required residential component of a mixed commercial-residential building, subject to certain provisions.

The proposed Part II Plan for the Railway Lands would not provide for such deferral of residential construction.

Section 3A.3(i):

This Section of the Part I Plan relates to Section 1A.10(b) which would not apply to the Railway Lands as discussed earlier. Accordingly, Section 3A.3(i) should also not apply.

Section 3A.3(j):

This Section of the Part I Plan relates directly to Section 3A.3(i), which is proposed to not apply in the Railway Lands area.

Section 3A.3(l):

This provision of the Part I Plan has the same intent as Section 3A.2(h) above, and applies in High Density Mixed Commercial-Residential Areas.

Section 3A.4(e):

This provision of the Part I Plan has the same intent as Section 3A.2(h) which is discussed above, except that it applies in the Financial District.

Section 5.23(b):

This Section of the Part I Plan establishes basic parks standards for the Central Core. Since the proposed Railway Lands Part II Plan has detailed provisions respecting Open Space and Publicly Accessible Open Space, Section 5.23(b) should not apply.

4.2 Council's Major Objectives for the Railway Lands (Section 2)

This section of the proposed Part II Plan outlines Council's major objectives in the redevelopment of the Railway Lands. These objectives are based on the Goals and Objectives of the Railway Lands adopted by City Council on June 21, 1978, and the further refinement of these as outlined in the Railway Lands Part II: Development Concept endorsed by City Council in December of 1983.

The major objectives stress the development of the Railway Lands as an integral part of the Central Area of the City. In order to achieve this, the barrier effects of the road and rail corridor will have to be minimized. This is to be achieved by the extension of key north-south streets, some of which presently end at Front Street, through the Railway Lands to the Harbourfront area.

The Part II Plan calls for a broad range of urban uses intended to bring life and vitality to this significant portion of the City. In addition, new development within the Railway Lands is to be structured by a grid-like public street system which divides the area into blocks which are similar to those found elsewhere in the City. Finally, it is a major objective of the proposed Part II Plan that development within the Railway Lands proceed incrementally in time as does other development in the City.

4.3 Structure, Form and Physical Amenity of Railway Lands Development (Section 3).

Section 3 of the proposed Part II Plan addresses Council policy as it relates to the form of future development within the Railway Lands and its relationship to the City surrounding the area. The role of the proposed street system is emphasized as a means of extending development into the Railway Lands in order to provide a continuity between new development within the Railway Lands and existing, or proposed, development beyond the planning area.

In the preparation of Section 3 of the proposed Part II Plan, certain matters adopted by City Council, as well as concerns referred by the Land Use Committee for consideration in the formulation of the Part II Plan, were investigated in consultation with others. In general, the detailed policies in Section 3 which address the Structure, Form and Physical Amenity of Railway Lands development looked carefully at Council's recommendation number 5 (Appendix I) which calls for a minimization of the barrier effect of the rail corridor. Also considered were Council's recommendation number 22 (Appendix I) and the Land Use Committee's referral items numbers 5 and 8 (Appendix II) which concern the barrier effect of the Gardiner Expressway.

With respect to the rail corridor, Section 3 of the Part II Plan proposes to minimize the impact of this use by consolidating all rail facilities, including the existing CN Highline Freight by-pass within a single rail corridor. This rail corridor will eventually be depressed between Front Street and new east-west roads located to the south and framed by buildings which reduce the visual impact of the rail facility. The extension of new north-south streets and pedestrian walkway over and under the consolidated rail corridor and encouragement to deck over the corridor, will also minimize its barrier effect.

The concerns raised by City Council and the Land Use Committee, as well as by the general public and other agencies, respecting the barrier effect of the Gardiner Expressway have been reviewed. It is to be expected that modifications and possible eventual reconstruction of the elevated section of the Gardiner Expressway may be required. The form that this would take will not be resolved for some time. What is of potential impact to any Railway Lands plan is the possible relocation of the Gardiner Expressway to a location north of its present alignment. This possibility was studied but significant difficulties were identified with no improvement in capacity and reduced operational characteristics. Difficulties with integrating the expressway with the regional and local road system in the Railway Lands and Central Waterfront were also compounded as the alignment was moved north. It has been concluded that any modifications to the Gardiner Expressway should be contained within its existing right-of-way.

The development envisaged in the Part II plan will not prevent modifications to and possibly eventual elimination of the above-grade structures that are the visual barrier.

It should be noted that the costs associated with any attempt to construct an underground alignment for the Gardiner Expressway are extremely large. In addition, it is emphasized that the perception of the Gardiner Expressway as a visual barrier can be greatly reduced by the extension of new north-south streets which link the City north of Front Street with the Central Waterfront. The future development of lands within the Railway Lands, Harbourfront and the Central Bayfront along both the northern and southern edges of the Expressway will also assist in reducing the visual effect of this elevated structure. Whatever future changes are made to the Gardiner Expressway, linkages into the existing street pattern must be maintained. The proposed road plan for the Railway Lands, by carefully continuing and expanding the present road pattern in the lower Central Area, ensures compatibility with any future modifications to the Gardiner Expressway.

Section 3 of the proposed Part II Plan also outlines the manner in which the various land use districts within the area relate to and are compatible with surrounding areas of the City. Of significance is the use of grade-related retail uses along the street system. The intent here is to replicate other areas of the City that have successfully achieved vitality by utilizing the street as a key interface between pedestrians, vehicles and buildings. The open space system proposed in the Part II Plan is also used as a primary element integrating and linking the Railway Lands with the City to the north, south and west.

In order to ensure that future development within the Railway Lands maintains a street-oriented focus which maintains a human scale relationship between the pedestrian and future buildings, Section 3 of the proposed Part II Plan details numerous built form and urban design objectives that proposals for development shall have regard for. In addition, the possible negative impact of exposed parking structures fronting on streets, parks, open spaces and pedestrian walkways is noted and measures will be taken to ensure that such impact is minimized.

4.4 Housing Goals (Section 4)

The Housing Goals of the proposed Railway Lands Part II Plan are outlined in Section 4. The specific goals for the Railway Lands build upon the overall housing goals for the City as outlined in Section 2A of Part I of the Official Plan.

As proposed in the Part II Plan for the Railway Lands, future housing developments are expected to serve a wide range of households, ages and incomes. A variety of housing forms and types are encouraged including family housing, housing suitable for low-to-moderate income households, housing located in predominantly residential neighbourhoods, as well as housing contained within mixed-use buildings of varying densities.

It is recommended that City Council be a major participant in the production of housing within the Railway Lands and accordingly, the proposed Part II Plan calls for the provision of lands to the City or the City Non-Profit Housing Corporation capable of accommodating approximately 1,750 housing units.

The Railway Lands Part II: Development Concept discussions that took place in late 1983, led to several recommendations and referrals concerning future housing within the Railway Lands. City Council's recommendations 3(i), 3(ii), 13, and 14, outlined in Appendix I to this report and the Land Use Committee's referral items numbered 7 and 9 in Appendix II, raise certain housing issues that were to be addressed in developing a Part II Plan for the Railway Lands.

With respect to the total amount of housing proposed, it should be noted that because mixed use designations are proposed throughout the Railway Lands, residential densities are allocated and controlled on a units per hectare basis. However, Council has recently approved the introduction of an optional alternative means of determining allowable residential density based on controlling total floor space for mixed use districts. The introduction of this option will make the development of smaller units much more likely. The impact of this option on the Railway Lands will be to make projects with a significant proportion of small units, whether condominiums, rental, non-profit, or co-operative, much easier to develop. It also makes our estimate of 5,150 housing units for this area very much a base figure. Significantly more units could be developed. Any addition to the housing stock achieved in this way will of course have to continue to meet built form objectives and standards for such elements as parking and open space. A second way that more units can be achieved is through projects which are geared to the elderly or to single people. The Plan does not require the development of such units, but if achieved it would significantly raise the total number of housing units provided and the proportion of units targetted for low to moderate income households.

With respect to the suggestions for various increases in the target levels of housing to be achieved for low to moderate income households, we have reviewed our analysis and are recommending the goal outlined in 1983. The City will acquire land capable of bearing 1750 units. Most of this land will be in the lower density environment at the west end of the Railway Lands, and close to one-half of the total number of units in this area could be provided on City land. Requiring a higher target level elsewhere will mean that more of this housing goal will be achieved in higher density mixed use environments. Because of the uncertainty about forms of funding available over the life of this redevelopment process, we left the question of specific funding mechanisms rather general. We have given this matter further consideration, and still believe it to be sensible given the very long time horizons involved.

In response to City Council's concern that housing development form a part of each phase of the Railway Lands development, Section 11 of the proposed Part II Plan which outlines the Development Strategy for the Railway lands, ensures, to the extent possible, that each phase provides for residential development. This question is more fully addressed in the explanation of Section 11 of the proposed Plan which follows later in this report.

4.5 Schools and Community Services and Facilities (Section 5)

Section 5 of the proposed Part II Plan outlines Council's policies regarding the provision of a full range of appropriate community services and facilities to serve both residents and the working population with the Railway Lands.

In general, it is envisaged that each phase of development will address, in detail, the existing and future community needs and ensure that space for required facilities is made available for identified uses.

With respect to school requirements, discussions have been held with the Toronto Board of Education and the Metropolitan Separate School Board. The proposed Part II Plan identifies a possible location for a school or schools either within, or adjacent to, the Major Parkland Area bounded by Front Street, Portland Street, The Esplanade West, and Bathurst Street. Further discussions will be held with the school boards on detailed questions such as site selection, timing and environmental conditions during the next phases of planning.

Section 5 of the Part II Plan also proposes that any school requirement be developed in a manner that ensures a joint-use approach to such a facility which incorporates facilities to meet broader community needs.

Finally, since the establishment of a school or schools in the Railway Lands is expected to serve an area that extends beyond the boundaries of the Part II area, safe and convenient pedestrian connections to the possible school site are outlined as important objectives of City Council.

4.6 Parks, Open Space and Pedestrian Systems (Section 6)

Section 6 of the Railway Lands Part II: Proposals outlines the policies governing the establishment of a comprehensive parks, open space and pedestrian movement system within the Railway Lands. Map D of the proposed Part II Plan outlines the intended location of this open space network.

Within the Railway Lands, not less than 12 hectares (30 acres) of land, exclusive of the land required for public streets, is to be provided for use as either City parks or publicly accessible open space. A key feature of the park system is the establishment of a major central park of approximately 7 hectares (17 acres) surrounding and south of the CN Tower. Included within this central park, which will link the Harbourfront area to the area north of Front Street, is the existing CP Roundhouse. The renovation and reuse of this roundhouse for a railway heritage centre, or another public facility, will be explored.

Another major element in the open space system is the provision of a major community-oriented park of at least 2 hectares (5 acres) within the Bathurst-Spadina Neighbourhood. As mentioned previously, this park is expected to be jointly used by residents within the surrounding area and a school (or schools) should it be required.

Section 6 of the proposed Part II Plan also elaborates upon east-west and north-south pedestrian linkages which integrate the Railway Lands with surrounding areas. Linkages are outlined which

ensure convenient pedestrian access from the north across the rail corridor, through the Railway Lands, and south across Lake Shore Boulevard to the Harbourfront and Central Bayfront areas.

In the area of Union Station, a large area of publicly accessible open space (Union Plaza) is proposed as a southern entrance to the Union Station complex. This plaza is expected to distribute pedestrian movement within the area to be developed south of Union Station, as well as to ensure convenient and effective pedestrian linkages between the Railway Lands and the Central Bayfront south of Lake Shore Boulevard.

The matter of pedestrian movement south of Front Street, generally between Simcoe Street and Yonge Street, is now being addressed by the Planning and Development Department, in consultation with other City Departments and consultants retained to provide advice on this issue. In addition, the Railway Lands Steering Group is considering a proposal to investigate future pedestrian movements within and through Union Station. The results of these studies and detailed improvements to the pedestrian circulation system in this area will be forthcoming.

4.6.1 Revisions to the Parks, Open Space and Pedestrian System as a result of the Proposed Covered Stadium and Multi-Purpose facility

In preparing revisions to the Railway Lands development concept to integrate the covered stadium proposed in the area immediately to the west of the CN Tower, the Part II Plan reflects the importance of pedestrian movement associated with this facility. Of primary concern is the north-south movement of pedestrians across the rail corridor on the alignment of John Street. The earlier pedestrian connection, outlined in the Development Concept, is to be upgraded and widened to accommodate increased flows. In addition, facilitating east-west movements from the stadium complex to Union Station is regarded as a priority in order to ensure a high modal split in favour of transit associated with the stadium. As well, a major open space is to be developed to the west of the stadium as an entry plaza.

In terms of the achievement of earlier park objectives that were outlined in the Railway Lands Part II: Development Concept, the proposed covered stadium has had no effect on the proposed major parks or publicly accessible open spaces. Some open space linkages and pedestrian connections outlined earlier will be re-designed to carry larger volumes of pedestrians.

4.7 Heritage (Section 7)

In keeping with the discussion of the historical aspects of the Railway Lands, as outlined in the Railway lands Part II: Development Concept, Section 7 of the proposed Part II Plan outlines policies directed towards the preservation of significant railway heritage structures, Union Station and the City Delivery Building.

It should be noted that a specific study of railway heritage has been undertaken: the Burton Study. Its analysis and findings made an important contribution to our study. The recently completed Fort York Heritage District Study made an important contribution to our analysis of the western end of the lands. The changes to the road system and the creation of new open space should greatly enhance the setting of Fort York.

Union Station is the subject of a current study being considered by the Railway Lands Steering Group. While this focuses on the question of how to accommodate future growth in passenger volumes, the continuing revitalization of this very important building is an important heritage goal as well.

4.8 Transportation and Circulation (Section 8)

Section 8 of the proposed Part II Plan outlines various policies affecting the Railway Lands in respect of streets, pedestrian circulation, public transit and railway uses. In the development of these transportation policies, regard was had for the various recommendations adopted by City Council following its consideration of the Railway Lands Part II: Development Concept (namely, Recommendations numbers 4, 6 and 15 found in Appendix I to this report) and to those items referred by the Land Use Committee (Item number 1 of Appendix II to this report).

Other transportation matters, such as those which relate to the barrier effect of the rail corridor and the Gardiner Expressway have been dealt with in Section 3.3 of this report which covers the Structure, Form and Physical Amenity of Railway Lands Development (Section 3 of the proposed Part II Plan).

In addition to matters raised by City Council, the Land Use Committee, the public meetings held on the Development Concept and discussions with Metro and Provincial officials, the proposed Part II Plan reflects transportation and circulation requirements of the proposed covered stadium and multi-purpose facility announced by former Premier Wm. G. Davis on January 16, 1985.

4.8.1 Streets

Section 8.2 of the proposed Part II Plan outlines policies regarding the primary and secondary street system outlined on Map B, attached to and forming part of the plan for the Railway Lands.

The policy goal includes extending new streets through the lands linking the City north of Front Street with the Central Waterfront area. The development of a major east-west road, The Esplanade West, is recommended in order to provide for local access, distribute traffic throughout the Railway Lands, divide the area into viable building parcels, and provide street frontage for new developments within the area, including the urban stadium proposal.

The policies outlined in Section 8.2 of the proposed Part II Plan also recognize the importance of creating, as far as is physically practical, a grid-like street system similar to the rest of the City. The proposed street system also stresses the importance of normal at-grade intersections which focus development and provide a strong sense of public identity and pedestrian amenity in order to replicate the qualities of other Central Area locations.

The policies outlined in this Section also refer to desirable street requirements for the proposed stadium complex. These requirements include the upgrading of Spadina Avenue, as required to serve the stadium; the construction of The Esplanade West, between Spadina Avenue and the Simcoe Street Extension; the construction of Simcoe Street south from The Esplanade West to Lake Shore Boulevard; the improvement of John Street south of The Esplanade West to Lake Shore Boulevard; and the extension of Peter Street south of Front Street over the rail corridor for pedestrians and vehicles. These improvements are all part of the public infrastructure which was proposed in the Development Concept. The phasing of their creation would in any case have been related to the phasing of development within the precincts to which they are related. They will now have to be related to the development of the stadium precinct.

4.8.2 Pedestrian Circulation

In addition to the pedestrian circulation system provided by the primary and secondary street system proposed for the Railway Lands, Section 8.3 of the Part II Plan and Map D, which forms part of the plan, outlines further measures to ensure adequate pedestrian movement within, and through, the Railway Lands. It is an important objective to achieve strong pedestrian connections through the Railway Lands to the Central Bayfront, Harbourfront, Fort York, the CNE and Ontario Place. This Section also addresses the components of the pedestrian system deemed necessary to serve the proposed stadium complex. These components include a John Street pedestrian bridge and a proposed Simcoe Street pedestrian bridge, both of which cross the rail corridor; a pedestrian link to the south of the rail corridor connecting the stadium site with the proposed Simcoe Street pedestrian bridge; and the sidewalks of the various streets outlined previously as being essential to serve the stadium facility.

4.8.3 Regional Transportation Capacity

The Railway Lands Part II: Development Concept report presented an analysis of transportation capacity in relation to the total development potential of the Central Area, including the development potential of the Railway Lands. That analysis concluded that transportation capacity would be sufficient to meet anticipated demand increases, provided that certain identified improvements (or others having equivalent capacity) were put into service over the next 15 years.

The length of that time period is such that a precise scheduling of all transportation improvements called for would not be possible at present or in the immediate future. More information will become available over time as to when specific projects will be brought on stream. Since development of the Railway Lands is envisaged as an incremental process, an on-going balance between development and transportation capacity can be achieved by appropriate phasing.

The Official Plan Part II, in Sections 11.7(a),(b) and (g), provides that transportation capacity adequate to serve the requirements of each precinct be identified, prior to the release of development rights in the precinct concerned. These Sections provide an appropriate degree of flexibility with respect to phasing-in development levels and transportation improvements, while at the same time providing the degree of control needed.

4.8.4 Public Transit

The proposed Part II Plan recognizes, in Section 8.4, the importance of public transit in providing access to new Railway Lands development. This section of the proposed Plan also reflects Council's previous action which reflects the importance of GO Transit in serving the Central Area of the City.

With respect to public transit, the proposed Part II Plan stresses the need to accommodate regional commuter services within the major rail corridor, with a new transfer point between the regional service and local transit to be located in the area of Spadina Avenue. This additional connection would also assist in serving the proposed stadium complex.

In terms of more local transit, the proposed Part II Plan calls for the eventual establishment of a Spadina streetcar system which is linked to both the Bloor-Danforth and Yonge-University subway systems, the latter via the proposed Harbourfront LRT. Accordingly, the proposed Plan recognizes the eventual need to reconstruct and widen the Spadina Avonue bridge to accommodate this service.

Appropriate linkages to the existing transit system, focussing on Union Station, are also emphasized as is the recognition that parking requirements for the proposed stadium complex should not detract from the objective that this facility be public transit-oriented.

In response to concerns regarding future local and regional transit requirements of the Central Area, the proposed Railway Lands Part II Plan ensures the protection of a rapid transit corridor immediately south of the rail corridor for future transit use, if required.

The Land Use Committee asked for consideration to be given to a new bus terminal south of Union Station (Referral Item 2, Appendix II). It will be difficult to create a bus facility in this location. There are substantial problems in providing adequate access. The site would be located in a Financial District environment which raises questions of compatibility. However, no specific proposal has been made to this point. Should one be developed, it will be assessed in detail at that point in time.

4.8.5 Railway Uses

The Rail Corridor and Union Station Area, outlined in the proposed Part II Plan, together with the policies enunciated in Section 8.5 recognize the need to ensure satisfactory and efficient inter-city passenger and freight service to the Toronto area. The Planning and Development Department has not recevied any information which would suggest that adequate passenger and freight service cannot be satisfied within the consolidated rail corridor outlined in the proposed Part II Plan. The concerns contained in City Council's recommendation (Recommendation 4, Appendix I) and the Land Use Committee referrals (Item 1, Appendix II) have been adequately addressed by the proposed Part II Plan.

4.9. Environment (Section 9)

Given the nature of proposed future redevelopment within the Railway Lands, which consists of the replacement of extensive railway uses by a broad range of urban uses, environmental constraints have been an important focus of attention. In fact, City Council in endorsing the Railway Lands Part II: Development

Concept requested that "an appropriate process for dealing with environmental considerations" be developed in consultation with the relevant authorities. (City Council Recommendation 18, Appendix I). Also, City Council requested that several motions which dealt with environmental matters be reported on further. (City Council Recommendation 19, Appendix I).

With respect to environmental issues that may arise in the redevelopment of the Railway Lands, the Railway Lands Steering Group commissioned DelCan Counsulting Engineers and Planners to prepare an Environmental Overview Study for the Railway Lands, based on the Development Concept endorsed by City Council. This study, which was completed in November of 1984 addressed the following environmental factors as they relate to the proposed land uses contemplated in the Part II: Development Concept:

(a) Noise and vibration;

(b) air quality and climate;

(c) water pollution;

(d) soil toxicity and phytotoxicity; and

(e) risk of road, rail and air operations in and around the Railway Lands.

The findings and recommended procedures for addressing environmental considerations have briefly been outlined in Section 1.1.2 of this report. The Executive Summary of the Environmental Overview Study for the Railway Lands Steering Group, prepared by DeLCan, is contained in Appendix III to this report.

Section 9 of the proposed Part II Plan for the Railway Lands has been developed in consultation with the Ontario Ministry of the Environment, the Ministry of Municipal Affairs and Housing and the Medical Officer of Health for the City of Toronto. The procedures outlined in Section 9 are considered a rational approach to the identification of environmental issues while ensuring workable solutions. They ensure that satisfactory environmental conditions can be achieved for future residents and workers, and that these will be secured prior to development taking place in the area.

Section 9 of the proposed Part II Plan calls for the preparation of a detailed Environmental Report for every phase of future development. This Environmental Report will assess the appropriate means of reducing noise and vibrations from various sources; ensure satisfactory air quality and climatic condition; ensure satisfactory soil conditions consistent with surrounding uses; provide for effective storm water management; minimize the possibility of injury or damages resulting from accidents associated with road and rail corridors; and, ensure that construction practices are environmentally sound.

Once prepared, the Environmental Report will be circulated to City and Provincial agencies for consideration. Prior to the release of lands for development, the Environmental Report and an Environmental Agreement, which ensures that all environmental constraints in the area will be resolved, must be approved by the City and the Ontario Ministry of the Environment.

The provisions of the proposed Part II Plan, as outlined in Section 9, provide for a thorough review of environmental matters as development proceeds within the Railway Lands. The further motions respecting these matters on which City Council requested reports (Recommendation 19, Appendix I), will be addressed when development of the lands is initated.

4.9.1 Environmental Considerations related to the proposed Covered Stadium.

As previously outlined, the recommended Part II Plan includes modifications to the original Development Concept which will acommodate a proposed covered stadium and multi-purpose facility. The details of the proposed modifications are addressed in Section 3.10 of this report which describes proposed policies relating to the various land use districts within the Railway Lands. In general, the proposed modifications to the land uses in the vicinity of the proposed stadium complex result from a preliminary analysis of its environmental impact on the area and the desire to minimize land use conflicts. An addendum is being prepared by DelCan which will add to their previous analysis by including an assessment of the stadium. It is expected that this addendum will be available shortly.

With respect to the approvals for the covered stadium, the procedures outlined in Section 9 of the proposed Part II Plan will generally be followed. An environmental report and environmental agreement will form part of the application for the stadium site and surrounding development parcels and submitted concurrently with an application which includes matters to be addressed in the development of this "precinct". The necessary zoning by-laws will reflect the results of these background documents. Agreements will be required to secure environmental controls and other matters related to the proposed development of the covered stadium and surrounding land uses. Section 11 of the proposed Part II Plan outlines the procedures to be followed with respect to approval of the Stadium and surrounding areas.

4.10 Land Use Districts (Section 10)

Section 10 of the proposed Part II Plan for the Railway Lands outlines the detailed land use policies as they apply to the various land use designations depicted on Map C; Land Use Plan, which forms part of the Plan.

TABLE 1

Land Use Plan - Uses and Aggregate Densities by District

Land Use District (Map C)	Approx. Net Area In Sq. Metres (Sq.ft.)	Maximum Non-Res.Including Office in Sq. Metres (Sq. ft.)	Maximum Office in Sq. Metres (Sq. ft.)	Anticipated Residential Units
Financial District Extension	86,924 (935,669)	709,000 (7,631,000)	623,000 (6,705,000)	*
South Downtown High Density Mixed Use Area	31,079 (334,541)	162,000 (1,742,000)	63,000 (678,000)	650
Spadina Sub-Centre Special Mixed Use Area	74,439 (801,280)	185,000 (1,992,000)	173,000 (1,862,000)	
Spadina Sub-Centre High Density Mixed Commercial-Resitial Area	50,567 (544,300)	148,000 (1,594,000)	133,000 (1,431,000)	2200
Bathurst Spadina Neighbourhood	84,616 (910,800) 20.91 Acres	18,580 (200,000)	-	2300
Front Street General Use Area	31,877 (343,135)	186,000 (2,002,000)	151,000 (1,625,000)	-
Sub Total East of John		871,000 (9,374,000)	686,000 (7,383,000)	-
Sub Total West of John		537,580 (5,786,000)	457,000 (4,919,000)	-
TOTAL		1,408,580 (15,162,000)	1,143,000 (12,303,000)	5150

* Additional units would be permitted but are not considered likely to be built. Financial District designation permits

400 units per hectare (160 units per acre) without reducing maximum permitted non-residential.

Table 1 of this report, outlines the aggregate levels of development within each proposed land use designation illustrated on Map C, which forms part of the Railway Lands Part II Plan. In comparison with Table 1 of the Railway Lands Part II: Development Concept, several variances are reflected in Table 1 of this report. While explained in more detail under the explanation of the proposed Land Use Districts, these variances have occurred generally as a result of the following:

a) Non-residential Density has increased slightly in the area east of John Street as a result of discussions with Marathon Realty and Canada Post Corporation. This increase is approximately 285,000 square feet of non-residential density;

b) Non-residential Density and maximum office space has increased slightly in the area west of John Street due to the increase in the developable land area attributed to the proposed covered stadium. This increase is approximately 190,000 square feet of non-residential density. The proportion of non-residential density that can be used for office purposes has increased by approximately 300,000 square feet; and

c) The variances reflect, in part additional survey material and more accurate block measurements.

This report does not repeat the rationale provided in the Development Concept for the overall level of development to be accommodated on the Railway Lands. This section discusses the geographic distribution of the overall total.

West of the proposed Central Park revisions to the land use designations suggested in the Development Concept report have been made to take account of and respond to the stadium proposal. The balance of uses originally proposed has been retained. However, the blocks immediately adjacent to the stadium to the south and west are now proposed to have an essentially non-residential character. The major change in this area involves lands controlled by Metropolitan Toronto. While the Development Concept outlined the use of a portion of the lands occupied in part by the Metro Pumping Station as residential, the proposed Part II Plan recommends a commercial use of Metro's lands which is considered more in keeping with the stadium proposal. The lands closer to Spadina Avenue have more residential density allocated to them. This provides an arrangement of uses that will be compatible with the stadium and which will be complementary to the activities proposed for the stadium site. The creation of the stadium will be a catalyst for change in this area of the Railway Lands more generally. Section 10.3 of the proposed plan contains the policy statements proposed for this area. Further comments are provided in Section 3.10.5 of this report.

In terms of the area east of the extension of John Street, the land uses, as proposed in the Development Concept report, remain essentially unchanged. There are, however, minor adjustments proposed to the overall development potential in this area due to extensive discussions with Marathon Realty and Canada Post Corporation, the major land holders in this area. As outlined in the Railway Lands Part II: Development Concept (Section 2.3.3), the lands east of John Street are controlled by a number of separate interests, each of which could claim a proportion of the commercial development potential to be allocated to the area and each of which could be expected to contribute to the provision of housing and parkland. The Development Concept also stressed the need to develop a land use plan for this area of the Railway Lands which was based on sound planning principles and which respected the goals and objectives, as previously adopted by City Council. The Development Concept articulated the proposed land use plan for this eastern portion of the Railway Lands and proposed an implementation strategy, involving a series of land exchanges and conveyances, which would ensure the equitable distribution of the costs and benefits generated by the Land Use Plan outlined in the Concept. The details of the proposed land exchanges and conveyances was outlined in Section 4.2.4 of the Development Concept report and, in summary, was as follows:

In order to achieve major City objectives in the eastern portion of the Railway Lands, which include a major park of some 7 hectares (17 acres), approximately 5.4 hectares (13 acres) of which are controlled by Marathon Realty; a housing site of approximately 1 hectare (2.55 acres), to be provided to the City; and the primary street system in this area, the greater part of which falls on lands controlled by Marathon Realty:

(i) The City of Toronto would exchange approximately 1.2 hectares (3 acres) of land owned by the Corporation for a percentage of the lands controlled by Marathon Realty designated to become City controlled parkland and housing.

(ii) Canada Post Corporation would contribute approximately 0.8 hectares (2 acres) of its site to the City which would, in turn, convey this land to Marathon Realty as a percentage of the lands to be acquired or controlled for public purposes (parks and housing).

In total, the lands to be provided to the City for public purposes amounted to approximately 6.5 hectares (16 acres) of land, exclusive of public streets, controlled by Marathon Realty. The lands provided by the City and Canada Post to Marathon Realty, in return for these 6.5 hectares of public land (exclusive of public streets), totalled approximately 2 hectares (5 acres) of lands designated for commercial purposes.

Since the endorsement of the Railway Lands Part II: Development Concept by City Council, extensive discussions between the Planning and Development Department, the City Property Department, Marathon Realty and the Canada Post Corporation were undertaken to seek the concurrence of those major land owners to the land exchanges and conveyances set out in the Development Concept as they affected the lands generally east of John Street.

From the outset, it was evident that the redevelopment of the Railway Lands area required the co-operation of all landowners involved in the area. Without such co-operation, this redevelopment could not proceed in a comprehensive manner, recognizing the desire to achieve major City objectives.

The extensive discussions with the various parties mentioned has led to a series of proposed land exchanges and conveyances which achieves the major public benefits outlined in the Development Concept; however, relatively minor variances are proposed to the allocation of development potential in the area east of John Street as a result of the proposal by Canada Post Corporation that it contribute 0.5 hectares (1.2 acres) of its site rather than the 0.8 hectares (2 acres) outlined in the Development Concept report. This revised land contribution by Canada Post has resulted in an increase of approximately 26 476 square metres (285,000 square feet) of non-residential development rights allocated to the area east of John Street. The proposed distribution of this minor increase is explained further in the section of this report which deals with The Financial District and the South Downtown High Density Mixed Commercial-Residential Area. Table 1 of this report also indicates the aggregate densities east of John Street that reflect the proposed Part II Plan.

In conclusion, the revised approach to the lands east of John Street maintain the important City objectives outlined in the Development Concept report. The minor increase in non-residential floor space does not represent a significant departure from the planning principles for this area, nor does it pose serious land use, built form and transportation problems.

4.10.1 The Financial District (Section 10.1)

The proposed southward extension of the Financial District is shown on Map C of the proposed Part II Plan for the Railway Lands. The detailed policies for this area are outlined in Section 10.1 of the Railway Lands Part II Plan: Proposals.

As previously outlined in the Railway Lands Part II: Development Concept, the eight blocks which comprise the proposed extension of the Financial District are suitable for commercial development at densities similar to those that exist in the Financial District, north of Front Street, for a number of reasons.

First, these eight blocks are located adjacent to Union Station, the major focus of local and regional transit facilities.

Second, the proposed extension of the Financial District focusses on the intersection of York Street and the new Esplanade West. As such, it is reasonable to extend the Financial District along both sides of York Street south to the Gardiner Expressway.

Third, this area which offers high transit accessibility and is also impacted upon by a narrow separation of the rail corridor and the elevated Gardiner Expressway is considered more appropriate for high density commercial purposes than for extensive residential development.

Fourth, this area is immediately adjacent to the existing Financial District. Future growth of the Financial District can therefore occur southwards onto presently vacant land while maintaining the efficient and compact form of the existing Financial District.

4.10.2 Financial District A (Section 10.1.1)

In response to the proposed land conveyances, the Financial District designated "A" on Map C and referred to in Section 10.1.1 of the proposed Part II Plan, permits a maximum non-residential density of 9.0 of which the non-residential density used for office purposes shall not exceed 8.0. This revision, in part, accounts for the increase in non-residential density allocated to the lands east of John Street as a result of the contribution of land by Canada Post Corporation of about 0.5 hectares (1.2 acres) instead of the 0.8 hectares (2 acres) proposed in the Development Concept report.

The proposed Financial District A also permits residential uses alone or in combination with non-residential uses as is the case in the Financial District north of Front Street in the Central Area. In addition, hotels are permitted either alone or in combination with other commercial uses.

4.10.3 Financial District B (Section 10.1.2)

The Financial District designated "B" on Map C of the proposed Part II Plan and referred to in Section 10.1.2 of the text of the Plan includes the remainder of the southward extension of the

Financial District, as was contemplated by the Development Concept report. Within the Financial District B, the non-residential density is limited to 8.0 of which 7.0 is the maximum density for commercial office purposes. The proposed Financial District B also allows for the similar mix of residential, hotel and commercial uses which are currently permitted in the existing Financial District north of the Railway Lands.

The Section 10.1.5 of the proposed Plan also refers to the portion of Financial District B located north of the rail corridor and west of Union Station. As previously outlined in the Development Concept report, Station Street is proposed to be conveyed to CN Real Estate, in order to permit a comprehensive redevelopment of this area. This conveyance would be undertaken on the basis that a high quality, weather protected east-west pedestrian connection is secured by the City in return for the conveyance of the open and closed portions of Station Street.

4.10.4 South Downtown High Density Mixed Commercial-Residential Areas A, B, C, and D (Section 10.2)

The South Downtown High Density Mixed Commercial-Residential Area, as illustrated on Map C of the proposed Part II Plan, is divided into four areas. The policies proposed for each of these areas are set out in Section 10.2 of the proposed Part II Plan.

This district is located to the west of the extension of the Financial District and contains a proposed mixture of residential, commercial, hotel and convention facility uses. The maximum densities permitted in this area are proposed to be 7.8 times the lot area (based on an average residential unit size of 100 square metres), which corresponds to the overall maximum density permitted in High Density Mixed Commercial-Residential Areas elsewhere in the City. The exception to this density limitation is South Downtown High Density Mixed Commercial-Residential Area A, which is the development parcel to be provided to the City for housing purposes. Additional built form studies carried out by the Planning and Development department have led to the proposal that a maximum density for this predominantly residential block be set at 6.5.

South Downtown High Density Mixed Commercial-Residential Area B has been slightly modified in terms of the proportion of the allowable density used for non-residential purposes. The Development Concept report provided for a mixture of housing on this parcel. However, as set out earlier in this report, the reduced land conveyance by Canada Post has led to a minor increase in non-residential density in the lands east of John Street. In order to maintain the major City objectives in this area, the commercial density provision on Area B of the South Downtown High

Density Mixed Commercial-Residential Area was altered as part of the relocation of this increased density. Although commercial development rights on Area B have increased from 5.6 to 5.7, the maximum density of 7.8 (based on an average residential unit size of 100 square metres) has not been affected.

South Downtown High Density Mixed Commercial-Residential Area C remains as the site for future development of a hotel and/or residential uses. As outlined in the Railway Lands Part II: Development Concept, a hotel use on this site provides benefits similar to residential development. The existing Official Plan and Zoning By-law permit hotel uses to be substituted for residential development potential in Mixed Commercial-Residential Areas. In addition, Area C's close proximity to the Metropolitan Toronto Convention Centre makes it a logical site for hotel development.

Area D of the South Downtown High Density Mixed Commercial-Residential Area is the site of the existing Convention Centre, Hotel and Office complex recently constructed. The proposed Part II Plan merely recognizes its location within the Railway Lands boundaries.

General policies providing bonus provisions for assisted and special housing also apply in Areas A, B and C of the South Downtown High Density Mixed Commercial-Residential district.

4.10.5 Spadina Sub-centre (Section 10.3 and 10.4)

As mentioned previously, the announcement of a proposed covered stadium and multi-purpose facility to the west of the CN Tower has led to a proposed reorganization of land uses and an increase in developable land area in the area generally between the Spadina Avenue Frontage eastwards to the Major Parkland Area, illustrated on Map D of the proposed Part II.

In general, the land uses in this area have been reorganized in a manner which ensures that the housing objectives for this area, as outlined in the Development Concept report, are retained. The reorganization of uses also ensures that the stadium facility is developed as an integral part of a primarily commercial and retail complex in the eastern portion of the Spadina Sub-centre. The proposed land use strategy for the Spadina Sub-centre Area is intended to reduce conflicts between the stadium complex and residential uses, while at the same time ensuring that the stadium facility develops within an urban context having regard for compatibility with surrounding uses.

The proposed Part II Plan emphasizes a shift in residential development to focus on Spadina Avenue, and provide for an improved relationship with the Bathurst-Spadina Neighbourhood to the west of the Spadina Sub-centre.

The Part II Plan proposes a commercial and retail emphasis surrounding the proposed site for the stadium, which is considered more in keeping with the stadium function. This commercial and retail emphasis is also proposed in order to ensure that the stadium develops within an urban setting and is designed in a manner which respects surrounding uses. An urban stadium is one which contains many other uses, fits well with the street pattern and is not, like suburban stadiums, surrounded by a sea of parking lots. In order to achieve this commercial and retail emphasis, a minor increase in commercial development potential is attributed to the stadium site and lands owned by Metropolitan Toronto south of the Esplanade West. As explained earlier in this report, this increase in commercial density is recommended in order to reduce land use conflicts around the stadium and develop the stadium in an area which emphasizes appropriate relationships to the stadium structure.

As depicted on Map C of the proposed Part II Plan and elaborated upon in Section 10.3 and Section 10.4 of the text of the Plan, the Spadina Sub-centre is broken into two distinct areas, namely the Spadina Sub-centre High Density Mixed Commercial Residential Area and the Spadina Sub-centre Special Mixed Use Area. The Spadina Sub-centre High Density Mixed Commercial-Residential Area is further sub-divided into four areas, A, B, C, and D. The policies governing future development of these High Density Mixed Commercial-Residential Areas reinforce the predominantly residential character of this portion of the Spadina Sub-centre and allocates densities in a manner which ensures future residential development. Area A of the Spadina Sub-centre High Density Mixed Commercial-Residential Area forms the most eastern portion of the predominantly residential component of the Sub-centre. Its location, in proximity to the proposed stadium complex, dictates commercial uses fronting on The Esplanade West which is considered appropriate given the need to provide a suitable context for the stadium. Area A, however, also permits residential development to the south of the commercial frontage since the commercial uses will serve as an appropriate buffer reducing the potential conflicts of the stadium use with residential uses.

The remaining sub-area of the Spadina Sub-centre High Density Commercial-Residential Area (Areas B, C and D) focusses on the eastern and western frontages of Spadina Avenue. Given the depth of the development parcels, and the relationship of this area to the proposed Bathurst-Spadina residential neighbourhood to the west and the Spadina Quay development to the south, a high concentration of residential uses is proposed in this portion of the Spadina Sub-centre.

The proposed Part II Plan also includes general policies which relate to the possible provision of assisted housing and special housing in this Spadina Sub-centre High Density Mixed Commercial-Residential Areas A, B, C, and D.

The Spadina Sub-centre Special Mixed Use Area, as illustrated on Map C of the proposed Part II Plan and outlined in Section 10.4 of the text to the Plan, comprises the proposed site for the covered stadium and multi-purpose facility and the proposed development blocks which are directly related to the proposed stadium facility.

The proposed site of the stadium complex comprises the eastern portion of Area A within the Special Mixed Use Area which also includes lands formerly outlined in the Development Concept report as the John Street Pumping Station.

The announcement of the proposed stadium site in this location included the proposed demolition of the John Street pumping station and construction of a new pumping facility located to the south of the present facility within Area B of the Spadina Sub-centre Special Mixed-Use Area. Metropolitan Toronto Council has concurred with this proposed relocation of the pumping facility which was necessary in order to secure a site large enough to accommodate the stadium proposal. As outlined previously, Area B of the Spadina Sub-centre Special Mixed Use Area has been allocated commercial development potential in order to reinforce the commercial emphasis of the surrounding lands and reduce land use conflicts.

In addition to the proposed stadium, Area A of the Special Mixed Use Area also permits commercial and retail development generally to the east of the stadium structure. A generous entry plaza, as depicted on Map D of the proposed Part II Plan, is also to be provided as publicly accessible open space providing for pedestrian circulation in the area.

Of importance with respect to the stadium area are the policy provisions outlined in the proposed Part II Plan which indicate the City's desire to ensure that the proposed stadium complex develops within an urban context. To the extent possible, the proposed Plan provides for the inclusion of retail and other non-residential development sufficient to ensure that the proposed facility functions as, and has the appearance of, an urban building. A policy statement which calls for the inclusion of a strong street-related retail component is also proposed to reflect the desire to ensure that the stadium facility develops in a manner consistent with the objective of developing a human-scale, publicly-oriented street system.

The proposed Part II Plan also outlines various policies regarding parking, loading and servicing requirements for the stadium facility. These policies have been proposed to maximize the use of existing public transit services and to encourage greater utilization of public parking facilities in the surrounding areas that serve normal commercial parking demands during weekdays. The multiple use of downtown parking facilities will be not only cost effective, but should ensure the distribution of stadium related vehicular traffic over the wide central area street system, and so avoid excessive traffic concentration around the stadium itself. Parking spaces on the stadium site will be restricted to a minimum of essential spaces, and surface parking lots on adjacent areas will be restricted.

The area surrounding the proposed stadium site is designated as an area in which predominantly commercial and retail development is proposed. Areas B, C and D of the Spadina Sub-centre Special Mixed-Use Area are allocated commercial densities which reflect the prior endorsement of the level of development contemplated in the Development Concept report with a further principle of ensuring a gradual increase in density from the west to the eastern frontage of Spadina Avenue. This allocation of densities, as proposed in the Part II Plan, recognizes the need to ensure a built form which is compatible with the proposed stadium facility but that also recognizes the future transit orientation of this area which focusses on Spadina Avenue.

4.10.6 Front Street General Use Areas A, B and C (Section 10.5)

The Front Street General Use Areas, outlined on Map C of the proposed Plan, are regarded as an appropriate location for a mixture of commercial, institutional and compatible industrial uses. The policies which will guide the future development of this area are set out in Section 10.5 of the proposed Part II Plan and are designed to define Front Street as a significant urban street which functions as an entrance to the central City from the west. The proposed redevelopment of this area is also intended to reduce the visual and barrier impact of the rail corridor and GO storage yards by encouraging development fronting on the south side of Front Street. In order to ensure adequate pedestrian access corridors are established to provide linkages from Front Street into the Bathurst-Spadina Neighbourhood to the south of the rail corridor. A major parkland area, with appropriate pedestrian crossings or decking of the rail corridor, is recommended between the proposed extension of Portland Street and Bathurst Street. This proposed park is a refinement to the previous Development Concept. In addition, additional park and pedestrian crossings penetrate the Front Street General Use Areas between Portland Street and Spadina Avenue.

With respect to the proposed built form of the Front Street General Use Area, which includes the Royal Bank Computer Centre (Area C), densities have been allocated in a manner which reflects the transit focus of Spadina Avenue. The proposed mix of commercial and industrial uses which are compatible with surrounding areas, reflects the relationship of the area with the Central Industrial District to the north.

4.10.7 The Bathurst-Spadina Neighbourhood (Section 10.6)

Consistent with the Part II Official Plan and the Railway Lands Part II: Development Concept, endorsed by City Council, the area south of the rail corridor between Spadina Avenue and Bathurst Street has been designated for predominantly residential development at medium densities. This neighbourhood is expected to comprise between 2,000 and 2,500 housing units, in a variety of forms, when fully developed. Local retail and service uses are also permitted by the proposed Part II Plan in order to serve the residential community as well as provide a compatible street frontage along the primary streets in the area.

Although this neighbourhood is designated a Medium Density Mixed Commercial-Residential Area, the proposed Plan indicates that the Zoning By-laws prepared for the area will reflect the need to create a satisfactory and variable built-form character which responds to the locational characteristics of the area, including the adjacent road and rail corridors. In effect, it is expected that the maximum densities permitted by the proposed Part II Plan will not be applied to the area in its entirety. The prepartion of the Zoning By-law for this area will respect the need for buffer buildings which may be developed at somewhat higher densities than those blocks removed from noise and vibration sources.

Physically it is expected that this area will bear a strong resemblance to the St. Lawrence neighbourhood.

4.10.8 Rail Corridor and Union Station Area (Section 10.7)

As proposed in the Part II Plan for the Railway Lands, the Rail Corridor and Union Station Area (Section 10.7) provide appropriate locations for the consolidation of inter-city passenger rail services, regional commuter services and freight rail services. The proposed Part II Plan recognizes the importance of Union Station as the primary focus for passenger and commuter rail facilities as well as the primary focus for the Metropolitan subway system. The proposed Plan ensures the retention of Union Station for this essential transportation function.

4.10.9 General Policies (Section 10.8)

Section 10.8 of the proposed Part II Plan outlines general policies applicable to the Railway Lands area which are designed to facilitate the creation of secondary streets and public parkland. Proposed policies also provide for the exclusion of above grade parking in the calculation of commercial density if certain conditions are met. A policy is proposed which calls for the eventual relocation of the Toronto Terminal Railways steam plant located at 16 York Street. In addition, the general policies allow for a redistribution of densities between lots located in the same district or area provided that non-residential density maximums are not exceeded.

4.10.9 Development Strategy (Section 11)

The section entitled Development Strategy, contained within the proposed Part II Plan for the Railway Lands, outlines the general planning controls to be used in governing the future redevelopment of the Railway Lands area.

It is recognized that, at present, the Railway Lands are inadequately provided with local services that are required for the complete redevelopment of the area in accordance with the provisions of the Part II Plan. The Railway Lands are not yet divided into developable blocks which will ultimately be created by the construction of the primary and secondary street system proposed in the Part II Plan. The development of this area requires the co-ordination of necessary services in an orderly sequence. The Railway Lands will develop incrementally over a period of time.

Given the above, the Development Strategy section of the Part II plan proposes the enactment of "holding" by-laws which are intended to recognize the future uses of the Railway Lands and allow for a phased approach to the redevelopment of this sizeable area.

The details of the Development Strategy are addressed more fully in the companion report entitled Railway Lands Part II Plan: Implementation Strategy. However, as outlined in the Part II Plan, the major elements of the necessary planning approvals required prior to the release of lands for redevelopment are contained within the Development Strategy section of the proposed Plan, rather than in some other less publicly accessible document.

With respect to the proposed stadium complex and the surrounding areas, the Part II Plan proposes that the "holding" by-law approach not be undertaken given the desire to commence with the stadium complex in the near future. Instead, the proposed Plan provides for the enactment of a Zoning By-law which recognizes the intent to seek early approvals for the stadium area. The proposed Plan, however, indicates that, prior to the enactment of a Zoning By-law to give effect to the stadium area development, other plans, reports and agreements will be required similar to the plans, reports and agreements required for other development areas within the Railway Lands.

4.10.10 Implementation (Section 12)

This section of the proposed Part II Plan indicates that the planning, regulation and control of the Railway Lands is to be undertaken having regard for The Planning Act, 1983. It is also proposed that the entirety of the Railway Lands area be designated as an area of site plan control pursuant to Section 40 of The Planning Act, 1983.

4.10.11 Definitions (Section 13)

This section is consistent with most other Part II Plans in the City. The definitions of specific terms are the same as those provided in the Official Plan Part I.

5. Conclusion

The above represents a general discussion and explanation of the proposed Railway Lands Part II Plan. The accompanying report entitled Railway Lands Part II Plan: Implementation Strategy, addresses matters such as land exchanges and conveyances, planning regulations, and agreements regarding the provision of infrastructure and the sharing of costs.

Together they provide a policy and implementation framework for the redevelopment of the Railway Lands. They set the stage for the southward growth of the City, the future growth of the Financial District and the creation of a new City neighbourhood. They provide a location for Toronto's proposed stadium and multi-purpose facility, a new park system including a major new downtown park, and an extension of the City's streets and roads to the waterfront.

While the first portions of the redevelopment process will begin soon, the whole effort will take many years. Much work remains to be done when individual portions of the land come to be built on. This framework provides for this to take place incrementally. Much as the rest of the City has evolved and extended, so this area will be built block by block and area by area. Each stage will be the subject of a careful assessment.

Taken together with the changes taking place at Harbourfront and in the Central Bayfront, these proposals set the stage for Toronto to recapture in coming decades some of its nineteenth century quality of being a waterfront City.

RAILWAY LANDS PART II: APPENDICES

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPT.
STEPHEN G. McLAUGHLIN, COMMISSIONER March 1985

APPENDIX I

Recommendations: As Adopted by City Council
on December 15 and 16, 1983.

1. That City Council endorse the Railway Lands Part II Development Concept as:

   (i) a framework for the resolution of outstanding issues; and

   (ii) a basis for the development of a comprehensive implementation strategy, dealing with matters such as land exchanges and conveyances; community services, including public health and library facilities; the application to the Railway Lands of development control tools and the preparation of the necessary by-laws established by The Planning Act, including a Part II Official Plan, Zoning By-law and Section 40 Review, a phasing plan; and agreements respecting responsibility for the provision of infrastructure and the sharing of infrastructure costs.

2. That City Council advise the relevant Metro Committees and Metro Council of its endorsement of the Development Concept as described in Recommendation No. 1, and request that the necessary transportation improvements, as discussed in my report on the Metro/TTC Central Waterfront Transportation Study, as adopted by Council, be expedited.

3. That in pursuing the resolution of outstanding issues and the development of a comprehensive implementation strategy particular attention be given to the following objectives:

   (i the provision of an increased amount of housing, particularly housing for low and moderate income groups while endorsing the Conclusion set out in this report (i.e., the report of November 28) respecting the level of non-residential development proposed in the Development Concept, as summarized in Table 1 and as designated on Map 4;

   (ii) a phasing plan which relates the development of residential to non-residential uses and ensures that, to the extent possible, each phase of development includes a residential component, including the phasing of the Bathurst/Spadina Neighbourhood; and

   (iii) cost of all City facilities (to current City standards) to be contributed to by the developer, to the extent that such facilities primarily serve the needs of the development.

4. That it is Council's desire that inter-city rail passenger service be maintained.

5. That it is Council's intention to reduce as much as possible the barrier effects of the railway tracks.

6. That Council recognizes the number of commuters who now use GO Transit and the unfortunate effect on the City if these riders entered the City by car. Accordingly, Council does not wish to take any steps which would prejudice existing GO Transit service.

7. That it is the City's objective to achieve development which is energy efficient, including, where appropriate, the use of district heating and cooling.

8. That a revised analysis of the City of Toronto's Costs and Benefits with respect to the Railway Lands Development be included in the Development Concept.

9. That the Commissioner of City Property be requested to report to City Council at the time the Development Concept is being considered on the status of negotiations regarding rent for the Union Station site.

10. That the following departments and agencies be requested to comment to the Commissioner of Planning and Development on their capital and operating cost implications of the proposed Railway Lands Development:

    - Fire Department
    - Board of Commissioners of Police
    - Metropolitan Community Services Department
    - Department of Public Health
    - Toronto Transit Commission
    - Metropolitan Roads and Traffic Department
    - The Metropolitan Works Department

11. That the Commissioner of City Property, in consultation with the City Solicitor and the Commissioner of Planning and Development, be requested to report on the value of City of Toronto lands in the Railway Lands, including the value of any City of Toronto rights which may be associated with lands not under the City's ownership and on the value of the lands to be acquired by the City.

12. That the Commissioner of Planning and Development, in consultation with the Commissioner of Parks and Recreation and the City Solicitor, report on a policy which would permit the recovery of some or all of the costs associated with the provision of parks and other recreational facilities on public land in association with the development of the Railway Lands.

13. That, whereas Council considers it vital to achieve at a minimum the assisted housing targets proposed in the Development Concept; and whereas the participation by the senior governments will be required in order to build any assisted housing; and whereas there is growing concern that senior governments are considering winding down current assisted housing programs; therefore be it resolved that Council urge the Federal Minister responsible for Canada Mortgage and Housing Corporation, and the Provincial Minister of Municipal Affairs and Housing, to maintain current programs and develop new programs in consultation with third sector housing providers to provide much needed assisted housing.

14. That the Commissioner of Housing report on ways that the assisted housing targets in the Railway Lands might be achieved, bearing in mind the housing needs of the citizens of Toronto as demonstrated by the Cityhome Waiting List.

15. That, in endorsing the Railway Lands Part II: Development Concept, Council is not endorsing the construction of any new expressways, but is reaffirming its support for only those transit and road improvements set out in the "Response to Metro/T.T.C. Central Waterfront Transportation Study", adopted by City Council at its meeting of October 31 and November 4, 1983.

16. That the Commissioner of Planning and Development report further on ways to encourage the shift from auto to public transit, which is called for in the Central Waterfront Transportation Study.

17. That the Medical Officer of Health, or his representative, be invited, where appropriate, to attend meetings of the Railway Lands Steering Committee.

18. That the Commissioner of Planning and Development, in consultation with the appropriate authorities, report on an appropriate process for dealing with the environmental considerations identified in Section 2.3.7 of the Railway Lands Part II: Development Concept report, using the Development Concept as a basis.

19. That the following motions be referred to the Commissioner of Planning and the Medical Officer of Health for further report prior to the submission of the Part II Plan:

(i) City Council express its intention to request with a full and formal Environmental Assessment Process for the Railway Lands Development, re:

(a) Run-off patterns of storm water, which may result in an increased load on storm sewers and more frequent overflows and direct discharges into Lake Ontario.

(b) Proposed sewage treatment facilities.

(c) The effect of road salt from the Gardiner Expressway on vegetation and structures.

(d) Disposal of contaminated soil excavated from the area.

(e) Possibility of ground water contamination during excavation due to the high water table.

(f) Noise and vibration problems originating from rail and vehicular transportation.

(g) Stresses on existing hospital services and other public services.

(ii) Whereas the Consultants' report by Dr. R. E. Munn, D. R. Pushchak and Dr. P. H. Byer, from the Institute for Environmental Studies, University of Toronto, states that the "atmospheric loading total suspended particulate matter already exceeds the Ontario criterion on a significant number of days (20-40%) in the Railway Lands, attention will need to be given to controlling particular emissions caused by construction, especially in dry windy weather; and

"Vehicular traffic will increase - projected 24% on the Gardiner Expressway and 22% on Lake Shore Boulevard; railway traffic will decrease; stop and go situations will increase with an increase in poor air quality.

"Air exchanges in the residential/commercial sector at the west and may be impeded resulting in a pollution "bowl" effect."

Therefore, be it resolved that the Medical Officer of Health, in consultation with other appropriate officials, be requested to report further to the Local Board of Health and City Council on:

(a) Measurements of concentrations of total suspended particulates (TSP) and its respirable fraction at appropriate indoor locations close to the Gardiner Expressway or in second storey apartments above shops on heavily travelled Toronto streets.

(b) A "box" model being applied to the Railway Lands situation with respect to light wind episode situations lasting several days, the objective being to estimate the build-up of pollutants in the area.

(c) A dispersion model being applied to the Railway Lands, giving special attention to (a) stop-and-go situations on the Gardiner expressway with light southerly winds; and (b) spills of hazardous materials on the Gardiner with light to moderate southerly winds.

20. That, prior to the discussion of the Part II Plan for the Railway Lands by City Council, the Commmissioner of Planning and Development provide as full as possible an account of the costs and benefits of the proposed plan, if implemented, to the Metropolitan Corporation, to the Public and Separate School Boards, and to other agencies that Council might want to take into account in discussing the overall costs and benefits of the Part II Plan.

21. That the Special Solicitor retained by City Council for the Railway Lands be requested to be the agent defending the City's property and interests in respect to the Railway Lands.

22. That the following concern be considered in developing the Railway Lands Part II Plan and Implementation Strategy and be reported thereon at the time the Railway Lands Part II Plan is recommended to City Council.

"The Gardiner Expressway be relocated to an area immediately south of the Rail Corridor."

23. That whereas the Burton Post Report, presented to the Canadian Transport Commission Railway Transport Committee, in May of 1983, recommended:

"1. That consideration be given to diverting the flow of special dangerous commodities off the Galt and North Toronto Sub-divisions of C.P. Rail, and re-routing them along the York Sub-division of C.N.R., such re-routing will require the making of some new connections between C.N. and C.P. tracks. The feasibility of this re-routing should be examined as a matter of urgency by the Canadian National and Canadian Pacific Railways.

"2. The re-routing of special dangerous commodities would substantially reduce the present level of risk, but it is only a palliative and temporary measure. It is suggested that the interested parties initiate an examination of the possibility of railway relocation so that new routes may be provided to permit the transport of dangerous commodities around population centres.";

and whereas the Municipality of Metroplitan Toronto Council unanimously endorsed the objectives of the Burton Post Report (May 1983); and whereas, in light of the 1979 Mississauga rail disaster and the 1982 Medonte Township rail accident it has become clear that there is no effective method of evacuation for the densely populated area of the City of Toronto should such a derailment occur here; and whereas the speed limit for tne transportation of dangerous commodities through the City of Winnipeg has already been reduced to 25 m.p.h. by C.P.R.; therefore be it resolved:

1. that prior to the adoption of a Part II Plan for the Railway Lands, the Railway Companies be requested to provide City Council with a report on the proposals that special dangerous commodities, (including empties) be diverted off the Galt and North Toronto Sub-divisions of C.P. Rail and be re-routed along the York Sub-division of C.N.R.

2. That the Canadian Transport Commission be urged to introduce regulations, through the Minister of Transport Canada, that railway trains carrying those special dangerous commodities, (including empties), be required to travel through the downtown core and the Galt and north Toronto Sub-divisions of C.P. Rail at no more than 25 m.p.h. since this is technically and economically feasible.

APPENDIX II

Land Use Committee Referrals to City Council
(Clause 1, Land Use Committee Report No. 1)

The Land Use Committee directed that the following concerns be considered in developing the Railway Lands Part II Plan and Implementation Strategy and be reported on at the time the Railway Lands Part II Plan is recommended to City Council.

1. It is Council's desire to ensure that inter-City rail passenger service is improved. Further, that adequate rail capacity will be ensured so that inter-city passenger service can continue at present levels and so that Windsor/Quebec Rail Corridor can be improved in order to increase service levels.

2. It is Council's intention that the south side of Front Street be made a mixed commercial/industrial area.

3. It is Council's objective that a bus terminal be established in conjunction with the rail terminal operating at Union Station. To this end, Council will seek the participation of Federal and Provincial Governments in helping to fund this terminal. The terminal will be well integrated with any transportation interchange between rail and public transit using the Union Station rotunda as a central focus.

4. It is City's objective to achieve development which is energy efficient, including the use of district heating and cooling.

5. Council recognizes the significant barrier effects posed by the Gardiner Expressway between Bathurst and Jarvis Streets. It is Council's desire to reduce these barrier effects to a minimum so that areas south of the rail corridor to the Toronto Bay can be better integrated into the City proper. It is recognized that the cost of burying the Gardiner Expressway in its present location is expensive and the cost of relocating this roadway is also quite expensive. Accordingly, it is Council's wish that the Commissioner of Planning and Development report on the Gardiner Expressway between Bathurst and Jarvis Streets being dismantled so that there will be no through expressway in downtown Toronto between Bathurst and Jarvis. In order to reduce the effects of commuter traffic (now using the Spadina, York/Bay, and Jarvis ramps from the west, and Jarvis and Yonge ramps from the east), Council would take steps to erect appropriate garages for commuter parking at the terminus of the Gardiner Expressway at Bathurst Street and the terminus of the Gardiner Expressway at Jarvis Street. Council recognizes the difficulty of achieving the dismantling of the Gardiner Expressway, but given the importance of its

removal, Council will work in good faith with Metro officials to review this change.

If Metro officials are of the opinion that the protection of a through right-of-way in the central part of Toronto is a matter of such grave importance that it cannot be dispensed with, then City Council will immediately take steps to remove all ramps between Bathurst and Jarvis in order to protect the rights of this through traffic while ensuring that commuter traffic park in the garages proposed at Bathurst and Jarvis Streets.

6. It is recognized that over the last decade there have been two pressures respecting the increase in the amount of office space in the downtown area: the limits of the transportation system; and the desire to restrict single-use areas and introduce mixed uses (including both residential and hotel uses) in order to ensure street activity during the evening as well as during the daytime. Recognizing these two pressures, it is Council's desire to ensure that no further single use office areas be added to the existing financial district. Instead attempts will be made to ensure that areas being developed around the Financial District contain a mix of uses.

7. In order to help satisfy existing housing needs, it is Council's desire to encourage as much assisted housing on the Railway Lands as can be accommodated in a desirable social setting. In this regard, Council thinks it appropriate to use the St. Lawrence community as a model in both form, social and tenure mix, and accordingly, establishes the following guidelines for the housing stock in the Railway Lands.

   (a) Approximately 75% of all new housing in the Railway Lands will be municipal non-profit, non-profit co-operative, or private non-profit. The remainder will be a mixture of private rental, condominium, and freehold ownership.

   (b) A number of different housing producers will be encouraged to supply housing in projects of no more than approximately 300 units.

   (c) 25% of all assisted units will be rent-geared-to-income.

   (d) A reasonable proportion of units will be for single person's housing.

   (e) Special attention will be given to the needs of the disabled and ex-psychiatric patients.

It is recognized that an appropriate social mix must be obtained to ensure the development of a strong community.

It is also recognized that a commitment by the Canada Mortgage and Housing Corporation will be required to make such a plan a reality and in this regard Council indicate its intention to work closely with C.M.H.C. to ensure the availability of the appropriate governmental support.

8. The Railway Lands Part II include a provision for the burying of the Gardiner Expressway which protects a variety of options including, inter alia:

   - the burying of the Expressway in its current location;

   - the burying of the Expressway in areas immediately adjacent to its current location; and

   - the burying of the Gardiner Expressway in such a fashion as to eliminate local access between Bathurst and Jarvis Streets.

9. The Railway Lands Part II Plan be prepared in such a fashion as to achieve a minimum of 7,500 units of housing, 5,000 of which shall be provided by public non-profit, private non-profit, or co-operative housing producers.

10. The Land Use Committee also further reported having referred the following motion to the City Solicitor for report thereon, in consultation with the Commissioner of Planning and Development:

    "Council recognizes that it holds important rights to much of the land south of Front Street between Spadina and Bathurst Streets, and that these rights will have to be expunged prior to any development of these lands. Accordingly, the Executive Committee is hereby authorized to retain appropriate experts to determine the value of these rights and report thereon to City Council prior to any Part II Statement being developed for these lands."

APPENDIX III

Executive Summary of Environmental Overview Study for Railway Lands Steering Group
DelCan Consulting Engineers and Planners,
November 1984

This study provides an overview of the present and predicted environmental conditions in the Railway Lands (RL) during a time period when it will be transformed from primarily railway yards to a careful blend of commercial, industrial, residential and open space land uses. The development is expected to take place on a block by block basis over the next 30 years, inviting a balanced mixture of styles and ideas which will shape its final form.

In this study, we have described the present and projected environmental situation for the following factors as they relate to the proposed land uses in the RL:

- Noise and Vibration;
- Air quality and Climate;
- Water pollution;
- Soil toxicity and phytotoxicity;
- Risk of road, rail and air operation in and around the RL.

We also described environmental constraints and have recommended procedures to be followed as development proceeds.

THE PLANNING PROCESS - EXISTING AND PROPOSED

To understand the purpose and context of this Study, it is essential to appreciate the sequence of planning activities and development approvals which will govern the Railway Lands development.

At the present time, an intermediate stage has been reached in this sequence:

- The approved Official Plan (Part I Plan) acknowledges the development potential of the Railway Lands and provides general guidelines. It also establishes a co-operative process for preparing more detailed Official Plan provisions (Part II Plan).
- Substantial progress has been made towards the preparation of a Part II Plan, with City of Toronto adoption in principle of

the "Part II Development Concept" which is a primary focus of this Environmental Overview Study.

Yet to come, in the sequence of planning and development approvals, is the adoption of a Part II Plan itself, and subsequently, more detailed considerations of sub-areas and specific sites, as the sequence moves from broad overview to development stages to individual buildings. For the purpose of this Study, and based on current understanding, the planning and development approvals process will be organized generally as follows:

1. The adoption of a Part II Plan, including provisions to ensure satisfactory environmental conditions within the Railway Lands.
2. Consideration of plans for sub-areas or Precincts defined in the Part II Plan in order to permit the incremental release of portions of the Railway Lands for development. This step, which has been termed the Precinct Plan, could be implemented through a zoning strategy and is similar to the type of consideration given to plans of subdivision (though it may not necessarily take this particular form).
3. Consideration of individual developments in accordance with Section 40 of The Planning Act, 1983.

We have made recommendations in this Study regarding the appropriate type of environmental consideration which should be given as the Development Concept is implemented through the approval steps described above. In particular, we have recommended that the Part II Plan contain a requirement for the preparation and submission of an Environmental Report (ER) dealing with various environmental concerns in this Study on a sub-area or Precinct level.

The ER should contain an analysis of environmental conditions relevant to a particular Precinct, and will set out the necessary safeguards and measures to ensure that these conditions are adequately dealt with. These safeguards and measures could be secured through an Environmental Agreement to be entered into by the proponents of the development of a Precinct and the City. More detailed environmental concerns, related to the construction of actual buildings, can be addressed at the development review stage under Section 40 of The Planning Act. The ER would be prepared by proponents of a Precinct development plan.

FINDINGS (Overview)

In general, our study showed that there appear to be few, if any, conflicts between the proposed land uses described in the Development Concept document (City of Toronto, 1983) and environmental conditions in the Railway Lands. In the few instances where conflicts may exist, proper site planning, design and construction would eliminate the concern. The development would, in fact, improve the overall environmental quality of the area.

The areas to the east and west of the site face many of the same environmental problems (air quality, noise, vibration) as are associated with the Railway Lands. In terms of environmental constraints, the Railway Lands are minimally different from nearby sites and other areas within the core of Toronto.

The following are specific conclusions and recommended procedures as they apply to each component examined.

INDUSTRIAL DEVELOPMENT AND TRAFFIC VOLUME

Conclusions

Our examination of the sources of contamination showed that:

- Of the 9 major industries affecting the RL, only 2 projected growth yet both have shown improvements in their pollution control measures.
- Total rail traffic is expected to double (provided GO-ALRT is built) with a shift from diesel to a less polluting electric system.
- As the major arterial roads and throughways are already at or near capacity, the traffic is projected to grow by only 7 to 10%. The greatest increase is expected for Front Street where AADTs are predicted to nearly double by 2010.
- As more details concerning the proposed development in the Railway Lands, and other developments in the Metro area affecting transportation in and around the Railway Lands become known, better projections of transportation movements, and therefore more accurate predictions about the environmental effects of development will be possible. A simple traffic volume monitoring program should be developed and made a component of the precinct-level Environmental Report.

NOISE AND VIBRATION

Conclusions

- Present noise levels exceed MOE guidelines, but are similar or lower than levels found in other areas surrounding the RL.

- By 2010 noise levels will be lower than at present because current extensive trackage will be reduced and train movements will be confined to a rail corridor which, in the western portion of the Railway Lands will be depressed. Areas adjacent to the corridor will also be buffered by development to be located immediately north and south of the corridor.

- Railway Lands experience significant vibration only from train movement. Based on the average speed (15 kph) of trains in the RL, vibration will not be perceptible at distances greater than 30 m from the source.

- By 2010 ground vibration problems will have dropped due to advances in equipment technology and further improved vibration isolation techniques.

Recommended Procedures

We recommend that the Noise and Vibration management should be handled at two levels:

(a) General noise and vibration management guidelines, to be addressed in the Environmental Report, would include the following:

  - For proposed buildings beside the transportation corridors, sound isolation techniques should be applied.

  - Preceding each development, ambient sound readings and future sound predictions should be made in order that appropriate design criteria may be applied.

  - In areas where open space and park land areas are proposed, specific ambient noise measurements should be made and, where needed, appropriate accoustical barriers be provided. The need for such mitigative measures may be avoidable by careful planning early in the development.

  - In areas where vibration may be a problem, e.g., transportation corridors, building set back or vibration isolation techniques should be considered.

(b) Specific points prepared as part of a site development process pursuant to Section 40 of The Planning Act, 1983. Specific criteria would be obtained from the pertinent ministry documents as referenced in this Study. Noise and vibration criteria would be those established by MOE and expanded by Municipal Affaris and Housing (MMAH) and CMHC.

Finally, we suggest that the procedures regarding vibration, described in the "Proposed Provincial Policy on the Environment Protection of New Residential Development Adjacent to Railways" be adopted as guidelines, by the Proponents. The step preceding the adoption would be an agreement between the owners and MOE concerning the use of these guidelines.

AIR QUALITY

Conclusions:

- In general, the Railway Lands air quality is no different than any other downtown Toronto site.

- Major air quality indicators, except dust fall, are mainly within the existing provincial criteria. Total suspended particulate matter, dustfall and ozone are at or on occasion in excess of provincial criteria. The additional traffic generated by this development is not expected to drive any of the key indicators above the acceptable concentrations. Dust levels will go down as some sources (open soil areas) will be paved over or grassed in.

- Intermittent odour problems from nearby industries can be expected.

- Industrial discharge air plumes from Molson's, Victory Soya Mills and Toronto Refiners and Smelters may be intercepted by new high-rise structures in the RL.

Conclusion

- Temperatures and wind conditions in the RL are typical for Lake Ontario coastal conditions i.e., cooler than inland in the summer, warmer in the winter and also windier than further inland.

- Winds in the winter are from the west while during the summer predominantly from the east (see Figures 5.4). Southerly lake breezes occur about 14% of the time annually, and can set up inversion conditions which trap contaminated air below warm air moving to the Lake.

Recommended Procedures (Air Quality and Climate)

Since the predicted air quality, after the development is completed, should remain significantly below the acceptable MOE crieria, no new action or procedure would be required.

We suggest that the following procedure be adhered to:

- Using the MOE guidelines, the proponents of the development of a Precinct within the Railway Lands should include, in the related Environmental Report, the necessary input concerning existing and predicted quality and climate, as suggested in this report.

The air quality and climate investigations should address the following specific points:

- Total suspended particulates and dust, already exceeding the MOE criteria, should be reduced by further MOE requirements for discharge quality control. The potential for industrial discharge plumes being intercepted by multistoried buildings must be examined on a case by case basis. Air circulation designs in buildings near the major transportation corridors must minimize the chances of intake of air containing unacceptably high contaminant levels from the road and rail corridor.

- Lake breeze ventilation, essential to maintaining a satisfactory level of air quality, should be assured through a case by case estimation (wind tunnel studies) of micro-climatic changes induced by a specific development. Furthermore, the potential for lake breeze inversion should be considered for development projects with buildings more than 100 m high, approaching the inversion boundary layer.

- Odour climates should be maintained at, or reduced from, present levels by encouraging further odour abatement procedures as well as industry relocation.

- Any proposed industrial development with potential air quality problems should be identified and examined on a case by case basis relative to the local air quality climate. The Certificate of Approval process under the Environmental Protection Act would partially address this problem. The Proponents should understand that the present air quality condition cannot be degraded and that whenever possible the air quality of the area should be improved.

SOILS/PHYTOTOXICITY (TOXICITY FOR PLANTS) AND GAS

Conclusions

- It is probable that certain sites in the Railway Lands have contaminated soils. Soils investigations conducted at the Convention Centre site indicated that the top 25-30 cm of soil (fill material) below the pavement level were contaminated with lead, PCBs and other materials. Below that level the soil was not overly contaminated albeit it was landfill material. This latter condition may not be the case in the Railway Lands, where the area has seen diverse uses.

- Sites most likely to contain contaminated soils are coal, salt and fuel storage areas and any vehicle servicing areas in the RL.

- Because the entire site is old landfill, phytotoxicity could be a problem.

- During strong west, south or east winds salt spray damage stemming from the Gardiner Expressway may be a problem, although there is no record of this type of damage for the St. Lawrence area situated east of the RL in a similar environment.

- Leachate from excavated and side cast soil may be a problem. One existing study (CN Convention Centre 1982) indicated that soils from the Railway Lands area were not suitable as lakefill but had to be taken to a "secure" landfill site.

- As the entire RL site is landfill material, trapped gas (methane) generated by decaying organic matter may be present. Methane pockets were found in similar landfill materials during the St. Lawrence excavation.

Recommended Procedures

The contaminated soils problem should not be a barrier to development in the railway Lands, but will require careful handling.

Due to the unknown soil quality, we recommend the following strategy:

The proponents of the development of a Precinct would prepare, as part of the related Environmental Report, a comprehensive plan for toxic soil identification, testing and disposal. This plan should serve as basis for any subsequent Precinct development plans.

The approach should be broken down as follows:

- On a map of the RL area, indicate the most likely contaminant zones, i.e., old coal storage areas, fuel storage areas, etc: Data to be obtained from the owners.

- Should any of these areas be on future open space or residential lands, conduct prelimianry soil sampling.

- Conduct a preliminary set of soil samples in single transects across remaining "most likely contaminated" sites.

This survey would indicate the potential magnitude of the problem within a precinct, and would form the basis for a toxic soils management plan.

The toxic soils management plan should be based on the known (using best available data) conditions within each precinct. Known conditions should be placed on a site map overlay. In this way, one precinct known to be minimally contaminated or known to have one potential "hot spot" will not recieve extensive unnecessary examination. By having such a map available for distribution to proponents, unnecessary testing or policing costs could be avoided. The onus would remain with the proponents, regardless of whether several blocks or an individual building is developed, to make certain that the excavated materials meet MOE disposal criteria as defined in the Lakefill Quality Guidelines (MOE, 1982).

Conclusions

- High existing infiltration has resulted in very little visible storm water runoff from the study area. The present water quality is unknown and the total runoff can be estimated from the total annual precipitation received by the area.

- Measurable surface runoff will be increased significantly by 2010 due to the total (save for open space) paving over of the site. The resultant water quality will be typical for urban storm water containing primarily suspended sediment, bacteria and micro nutrients.

- The 5-year storm runoff from the RL is estimated to be too large (City of Toronto, 1984) for the present Simcoe Street storm sewer servicing the RL.

- Although local peak sanitary sewage flow will triple, this increase should be easily handled by the existing sanitary sewer and the STP.

Recommended Procedures

In principal, existing sewage and water quality control under various legislative acts is adequate. We recommend that stormwater management guidelines presently under preparation by the Urban Drainage Implementation Committee (an inter-ministry co-chaired by MOE & MNR) be used to guide the precinct development, and help focus any site specific studies undertaken by each proponent. As the Inner Harbour water quality is vital to the continued use and enjoyment of the lakefront area, any opportunity to further improve this basis by, for example, improving runoff quality must be seized. The Environmental Report prepared in conjunction with the Precinct Plan would address present and future stormwater management problems relevant to the Precinct.

A stormwater management plan, contained in the ER, would in no way slow down development, but rather act to coordinate the servicing scheme and assure an environmentally acceptable stormwater servicing system for the RL.

Furthermore, we suggest that during the preparation of a site planning documents, relevant details regarding stormwater treatment, as they apply to receiving water quality, be addressed.

RAIL AND ROAD RISK

Conclusions

- The risk of rail accidents and injury to residents in the RL area is much less than in other sites to the east or west. Factors contributing to these conditions are:
  - slow train speed in RL; and
  - minimal hazardous freight movement in RL.
- In future, risks will change little and may even be reduced slightly as the western section of the rail corridor would be below grade (partially) and dwellings would be a minimum of 40 m from the edge of the corridor. All spills, except pressurized gases, would be contained within the corridor.
- The risk of injury or damage from truck spills will change little from existing conditions. In all likelyhood, few trucked hazardous goods, except gasoline, other fuels and possibly chlorine will be transported on the arterial roads of the site. The probability of a spill on the Gardiner Expressway leading to a toxi plume hitting the RL is possible, but remote. The risk of such an event has been calculated as far less than the risk of an office tower fire on the site. Finally, similar if not greater road and rail risks already

exist for all structures and people presently located along the Gardiner Expressway, the rail corridor and QEW.

Recommended Procedures

Even though the calculated risks are extremly low, and generally lower than in other parts of the Metro Toronto rail corridor, the perceived risks of hazardous material spills must be dealt with. We suggest that to deal with risk effectively it must first be reduced in the broader context of the entire study area. The planned depression of the western portion of the new rail corridor is one very effective measure. The elimination of all but essential cholorine gas shipments though the RL could be another. Dwelling setback is a third very valuable mitigative tool. Fourthly, by encouraging innovative architectural and structural engineering techniques, risk to people and structures near the road and rail corridors would be further reduced. Finally, a thorough review by the developer (piror to design and in consultation with the City Fire Department) of the City Fire Department's spill contingency plan would facilitate the planning of structures designed to handle spill evacuations. We suggest that the latter three points be addressed by the proponents in the Evnironmental Report in conjunction with the Precinct Plan.

Because the structures and dwellings immediately beside the Gardiner Expressway and the Rail Corridor will be subject to greater risks (albeit these risks will be extremely small) of damage than areas further away from this zone, we suggest that the following points be discussed in the Environmental Report (ER).

1. establishing minimum setbacks,

2. to require ventilation system designs that take in air not from the side of the building facing a transportation corridor but from the point least likely to be affected by a toxic chemical spill, and

3. the transport of chlorine and anhydrous ammonia through the RL should be limited to only the absolutely essential shipments. Transport of materials during times when the least number of people are in the area (at night) should be considered.

RAILWAY LANDS PART II: STATEMENTS

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPT.
STEPHEN G. McLAUGHLIN, COMMISSIONER March 1985

OFFICIAL PLAN PART II, RAILWAY LANDS

1. INTERPRETATION

1.1 Subject to Section 1.3, for the purposes of this Amendment to the Official Plan for the City of Toronto Planning Area, the Railway Lands are defined as that area within the solid dark line shown on Map A.

1.2 This Amendment is deemed to be Part II of the Official Plan for the Railway Lands.

1.3 The boundaries of the Railway Lands and of the Financial District A and B; South Downtown High Density Mixed Commercial-Residential Areas A, B, C and D; Spadina Sub-Centre High Density Mixed Commercial-Residential Areas A, B, C and D; Spadina Sub-centre Special Mixed Use Areas A, B, C, and D; Front Street General Use Areas A, B and C; Bathurst-Spadina Neighbourhood Medium Density Mixed Commercial-Residential Area; Rail Corridor and Union Station Area; and Major Parkland Area within it are approximate. Where the general intent of this Plan is maintained, minor adjustments to such boundaries will not require amendment to this Plan.

1.4 The text and maps of Part I of the Official Plan continue to apply to the Railway Lands, except in cases where the text and map of this amendment are in conflict therewith, in which case the text and maps of this amendment shall apply.

1.5 The following provisions of Part 1 of this Plan do not apply in the Railway Lands: 1A.10(b); 3A.2(c); 3A.2(e); 3A.2(h); 3A.3(c); 3A.3(f); 3A.3(g); 3A.3(h); 3A.3(i); 3A.3(j); 3A.3(l); 3A.4(e); and 5.23(b).

2. COUNCIL'S MAJOR OBJECTIVES FOR THE RAILWAY LANDS

2.1 It is the policy of Council that the Railway Lands are to be developed as an integral part of the Central Area so that the barrier effects of the road and rail corridors will be minimized and the central City reunited with the Central Waterfront. New development in the Railway Lands should have a mix of uses, and a form, character and environmental quality which will ensure that the area is used by people for a wide variety of purposes throughout each day.

2.2 It is the policy of Council that the redevelopment of the Railway Lands should take full advantage of the opportunities presented by their size and central location to satisfy a broad range of commercial, residential, institutional, cultural, recreational and open space needs, while ensuring effective and efficient transportation services, including inter-City rail and commuter rail services.

2.3 It is the policy of Council that new development in the Railway Lands should be structured by a grid-like public street system which divides the Railway Lands into blocks comparable in area and dimension to blocks elsewhere in the City; which allows for street-oriented development throughout the Railway Lands; which establishes new and existing north-south streets as major connections between the central City and the Central Waterfront, and which establishes a new street, The Esplanade West, as a major and continuous east-west link for pedestrians, vehicles and transit.

2.4 It is the policy of Council to promote co-operative arrangements among the parties involved in the development of the Railway Lands in order to ensure that the development proceeds incrementally in phases which function satisfactorily within the municipal services and transportation systems, which are environmentally sound and which provide satisfactory living and working conditions.

3. STRUCTURE, FORM AND PHYSICAL AMENITY OF RAILWAY LANDS DEVELOPMENT

3.1 Council recognizes that the redevelopment of the Railway Lands will provide opportunities both for the achievement of significant new development, and for the extension into the Railway Lands of the form and structure of the existing central City. In order to take advantage of both of these opportunities and to ensure that they remain compatible, Council endorses the following general principles regarding the structure and character of new Railway Lands development:

(a) The underlying structure of new development in the Railway Lands will be a grid-like system of public streets whose major components are shown schematically on Map B.

(b) The form and character of the new development permitted by this Plan and its relationship to the form and character of the central City shall be generally as follows:

(i) The area designated Financial District A and B on Map C is regarded as an appropriate extension of the existing Financial District. New development in this area should be compatible in form, scale, density and function with development permitted in the Financial District north of Front Street.

(ii) South Downtown High Density Mixed Commercial-Residential Areas A, B, C and D are regarded as an extension of the High Density Mixed Commercial Residential Area located in the west downtown and appropriate for development at a similar density and scale.

(iii) The area located west of South Downtown High Density Mixed Commercial-Residential Areas A, B and C and designated Major Parkland Area on Map C is to be developed as a major central park which is accessible by streets and other linkages to the downtown, Harbourfront and the rest of the Railway Lands. This central park will be part of an open space system linking the central City and the Waterfront.

(iv) The Spadina Sub-centre shall be regarded as a significant mixed-use area containing a secondary concentration of office space, street-related retail and service uses, high density residential uses, and, to the east, as part of an integrated complex of primarily commercial buildings and public open spaces, a new urban stadium and multi-purpose facility. This stadium will be developed to have, to the extent possible, the function and appearance of a major urban building, linked to the Central City and to the local and regional transit systems by public streets and pedestrian ways and generously proportioned bridges over the rail corridor.

(v) To the west of the Spadina Sub-Centre will be a residential neighbourhood, the Bathurst-Spadina Neighbourhood, which is to be comparable to the St. Lawrence Neighbourhood east of Jarvis Street and to the Bathurst Quay Sub-Area of Harbourfront. The Bathurst-Spadina Neighbourhood will be linked to other residential neighbourhoods to the north by open spaces, bridges over the rail corridor and the extension of Portland Street.

(vi) Front Street General Use Areas A, B and C shall be regarded as an area of mixed commercial and compatible industrial uses and parkland, with street-related uses at grade in order to establish a varied and amenable pedestrian environment.

The form and nature of development in this area should help to ensure that development to the south of the rail corridor is perceived as an integral part of the Central Area. Parkland, pedestrian bridges and crossings and, in General Use Area C, buildings constructed over the rail corridor, should help to ensure that new development south of the rail corridor is visually and physically accessible from the north.

3.2 The pattern of streets and blocks and the alignment and definition of the primary streets shown on Map B are approximate. The specific locations of secondary streets, for which possible locations are shown on Map B, will be established as development proceeds and in a manner which reinforces a grid-like pattern of streets and blocks throughout the Railway Lands. Where the general intent of this Plan is maintained, minor adjustments to the alignment and definition of the primary streets shown on Map B will not require amendment to this Plan.

3.3 It is the policy of Council that an interesting and varied pedestrian environment be developed along public streets and public open spaces and within private developments throughout the Railway Lands. Accordingly,

(a) the provisions of Section 1A.47 (a), (b), (c), and (d), of Part I of this Plan respecting pedestrian walkways shall apply throughout the entirety of the Railway Lands, including both that portion of the Railway Lands which is within the Central Core and that portion which is outside the boundary of the Central Core. In particular, Section 1A.47(b) shall apply to all Mixed Commercial-Residential Areas, all Special Mixed Use Areas, and all General Use Areas within the Railway Lands; and

(b) the provisions of Section 3A.5(e) respecting the relationship of maximum commercial density to street related retail and service uses shall apply to all High Density Mixed-Commercial Residential Areas, all Special Mixed Use Areas, all General Use Areas and to the Financial District within the Railway Lands.

3.4 It is the policy of Council to seek to ensure that the barrier effect of the rail corridor and the GO storage yards is minimized, and that the opportunities to redevelop for urban purposes lands now used for railway purposes are maximized, to the extent consistent with the provision of effective, safe and efficient rail services. Accordingly:

(a) It is the policy of Council that:

(i) All mainline rail facilities, including the existing CN High Line freight bypass, should be consolidated within the rail corridor shown on Map B.

(ii) The GO Transit storage yards, north of the rail corridor between Spadina Avenue and Bathurst Street, should be reconstructed or relocated so that Portland Street can be extended, the pedestrian bridges and crossings over the rail corridor between Spadina Avenue and Bathurst Street shown on Map B can be constructed, and the area occupied by these yards can be developed in accordance with Maps C and D.

(iii) The relocation of the CN High Line freight bypass in accordance with item (i) above, and the reconstruction of the Spadina Avenue bridge and its supporting elements should be carried out in a manner which permits development over the rail corridor fronting on the Spadina Avenue bridge, as shown on Map C, to take place.

(b) Notwithstanding the provisions of Section 10.7.3, Council will encourage the decking of the rail corridor in other locations, and may pass by-laws on the application therefore to permit development over the rail corridor for appropriate uses at densities up to those permitted in immediately adjacent land use districts.

(c) Notwithstanding the provisions of Section 10.7.3, Council may pass by-laws to permit street-related retail and service uses along streets where they pass under the rail corridor.

3.5 It is the policy of Council that in considering applications submitted pursuant to The Planning Act, regard shall be had for the following objectives:

(a) Sidewalks within the public street allowances should reflect their importance in the overall pattern of public open spaces, and their design should incorporate appropriate paving, street tree planting, pedestrian scale lighting, and street furnishings. Where the street pattern is interrupted by barriers, the sidewalks should be directly linked to pedestrian bridges and tunnels across or under the barriers, as shown on Map D. Where there are long continuous blocks, sidewalks should be directly linked to mid-block pedestrian routes.

(b) Buildings should be sited in a manner which clearly defines streets, and the edges of open spaces should be defined by buildings and/or streets.

(c) The location, form and pattern of buildings should permit reasonable sun penetration to parks, publicly accessible open spaces and sidewalks, and should provide protection from adverse wind conditions in these areas.

(d) The overall pattern of development should result in usable open spaces, both within the Railway Lands and at the boundaries of the Lands. Where open spaces are framed by buildings, these buildings should have a scale appropriate to the size of the open space.

(e) The location and form of buildings should be defined to take into account the potential for creating and enhancing pedestrian views and sight lines consistent with the pattern of streets and blocks shown on Map B and the open space system shown on Map D.

(f) Special attention should be paid to the relationship between the ground floor level of buildings and the level of any adjoining sidewalk or open space by encouraging:

  (i) the provision of public uses which are directly accessible from grade level;

  (ii) the provision of weather protected pedestrian ways along building edges which are appropriately linked to interior public pedestrian routes;

  (iii) the inclusion of building elements which provide a human scale at grade level;

  (iv) the location of principal pedestrian entrances to buildings in a manner which reinforces interior and exterior pedestrian routes;

  (v) the location of vehicular service entrances to buildings in order to minimize pedestrian/vehicular conflicts and ensure vehicular safety; and

  (vi) the location of parking facilities in a manner which minimizes the visual impact of this use on public spaces.

3.6 It is the policy of Council to use its available powers to ensure that parking provided in association with development in the Railway Lands shall be constructed either below grade or, if above grade, in locations where its impact on streets, parks, open spaces, pedestrian walkways, and other land uses is minimized.

4. HOUSING GOALS

4.1 It is the objective of Council that a substantial amount of housing be developed in the Railway Lands both in order to assist in meeting Council's housing goals and in order to ensure that new Railway Lands development has a mixed-use character. Accordingly, it is the policy of Council:

(a) that a substantial amount of housing available to a wide range of households, ages and incomes in a variety of housing types and forms be developed in the Railway Lands; and

(b) that notwithstanding Section 11.8.4 of this Plan, each precinct south of the rail corridor, other than the precinct which includes the major central park and is primarily designated Major Parkland Area on Map C, and any precinct which is exclusively designated Financial District on Map C, include development potential which may be used only for residential uses.

4.2 Housing development will be encouraged by a variety of producer groups and agencies. Council will pursue an active role in promoting the planning and development of rental housing suitable for low-to-moderate income households.

4.3 It is the objective of Council that at least 25% of the total number of dwelling units in the Bathurst-Spadina Neighbourhood Medium Density Mixed Commercial-Residential Area be provided as housing suitable for families with children.

4.4 In order to assist in the realization of Council's housing objectives, Council will secure the provision to the City or the City Non-Profit Housing Corporation of:

(a) approximately 2.6 acres of land for housing purposes in South Downtown High Density Mixed Commercial-Residential Area A; and

(b) land, located east and/or west of Spadina Avenue, for housing purposes sufficient to accommodate 1100 dwelling units at an average density of 100 units per acre in the portion of the Railway Lands west of John Street.

4.5 It is the objective of Council that at least 50% of the dwelling units suitable for families with children referred to in Section 4.3 be provided on lands referred to in Section 4.4(b) located west of Spadina Avenue.

4.6 It is Council's intention that the lands referred to in Section 4.4 be developed for assisted housing purposes and/or for housing suitable for low-to-moderate income households. Accordingly, Council will encourage the provision and implementation of appropriate programs by the City, Metropolitan, Provincial and/or Federal governments.

5. SCHOOLS AND COMMUNITY SERVICES AND FACILITIES

5.1 Council will seek to ensure the provision of a full range of appropriate community services and facilities necessary to serve the resident and working population within the Railway Lands, including primary and secondary schools, day care, primary health care, library, social welfare, fire and police services and facilities.

Accordingly, it is the policy of Council to seek the financial and other assistance of the appropriate agencies and other levels of government in the construction and operation of such community services and facilities.

5.2 It is the policy of Council that community services and facilities in the Railway Lands should be located convenient to places of concentrated pedestrian activity, and that those community services and facilities which serve primarily the residential population of the Railway Lands should be within ready walking distance of areas containing housing suitable for families with children. Council will encourage the provision of work place daycare facilities where appropriate.

5.3 It is the policy of Council to encourage the shared use of schools, parkland and community facilities in the Railway Lands.

5.4 It is the policy of Council to consult, in accordance with Section 11.17(c) of this Plan, with the provincial Ministry of Education, the Toronto Board of Education and the Metropolitan Separate School Board in order to ensure that schools will be provided as necessary within the Railway Lands.

5.5 It is the objective of Council that any school or schools that may be required in the Railway Lands and any community facilities developed jointly with the school or schools be located within or adjacent to the Major Parkland Area bounded by Front Street, Portland Street, The Esplanade West and Bathurst Street, provided that:

(a) the location of these uses in this Major Parkland Area is consistent with the safeguards and measures set out in the relevant Environmental Report or Environmental Reports, and,

(b) if these uses are located within this Major Parkland Area, they are developed and operated in a manner which ensures that at least 5 acres of the Major Parkland Area will be laid out as a park to be used jointly by the public and the school or schools and community facilities.

5.6 It is the objective of Council that safe and convenient pedestrian connections, suitable for use by school age children, be established between the Bathurst-Spadina Neighbourhood, Harbourfront, Fort York and other residential neighbourhoods in the vicinity of Front Street, Bathurst Street and Spadina Avenue.

6. PARKS, OPEN SPACE, AND PEDESTRIAN SYSTEMS

6.1 It is the policy of Council to secure the provision within the Railway Lands of not less than 30 acres of land, exclusive of areas within the rights-of-way of public streets, as City parks, as shown on Map D. It is the policy of Council that these parks, and other publicly accessible open spaces will be developed in a manner which will help to integrate the Railway Lands, the Central Area and the Central Waterfront, and will provide outdoor active and passive recreational opportunities for workers, residents and visitors to the Railway Lands.

6.2 The delineation of Major Parkland Areas, on Map C and of the parks and publicly accessible open spaces on Map D are approximate. Where the general intent of this Plan, including the provision of a minimum of 30 acres of parks in accordance with Section 6.1 is maintained, minor adjustments to such boundaries will not require amendment to this Plan.

6.3 Council will seek the provision of approximately 17 acres of land to be used as a major central park in the area generally between Simcoe Street and John Street. This park will be easily accessible from the downtown and Harbourfront, and will accommodate the renovation and reuse of the CP Roundhouse, if feasible, as a railway heritage and/or transportation museum, or some other civic facility. The western edge of this central park should be appropriately defined by the stadium building to be developed as part of the commercial complex in the eastern portion of the Spadina Sub-centre.

6.4 It is the policy of Council to secure a major community park in the area bounded by Front Street, Portland Street, The Esplanade West and Bathurst Street and designated Major Open Space on Map C. This park should be designed to include recreational uses which are compatible with school and community facility uses.

It is the policy of Council that the portions of this park located north and south of the rail corridor are to be linked to the extent feasible by crossings over and/or decking of the rail corridor.

6.5 It is the policy of Council that linear parks be developed to provide safe and convenient access between parks and other public open spaces. In particular, Council will secure the provision of two east-west linear parks, in addition to the boulevard within the right-of-way of The Esplanade West, as shown on Map D, extending from the west limit of the Financial District A and B to the parkland to be located west of Portland Street, from which Council will seek to secure links to parkland outside the Railway Lands, including Fort York, Exhibition Place and Ontario Place.

6.6 It is the policy of Council to encourage improvement of the setting and accessiblity of the parkland surrounding Fort York, and to encourage the linking of Fort York with the public open space system within the Railway Lands.

6.7 In addition to the areas designated as lands to be conveyed or leased to the City for parks purposes on Map D, it is the policy of Council to use its available powers to secure the provision of other publicly accessible open spaces in conjunction with the development of buildings within the Railway Lands, including:

(a) Union Plaza, to be located south of Union Station, providing a focal point for pedestrian links from the Financial District and the Downtown through Union Station, through the Railway Lands to the Central Bayfront and Harbourfront; and

(b) a major public open space developed to the west of the stadium building to be located in the eastern portion of the Spadina Sub-centre as an entry plaza for the stadium building.

6.8 It is the policy of Council that no additional parkland beyond that referred to in Section 6.1 and shown on Map D shall be required in the Railway Lands pursuant to the provisions of Section 41 of The Planning Act, 1983.

7. HERITAGE

7.1 It is the policy of Council that aspects of the history of the railways be incorporated into the open space system of the Railway Lands by restoring and integrating, where feasible, significant railway heritage structures, including the CP Roundhouse, with rail access to the main line tracks, and the adjacent coal/sand loader and water tower.

7.2 It is the policy of Council that portions of the High Line berm be retained as a significant component of the open space system of the Railway Lands.

7.3 It is the policy of Council that the City Delivery Building at 40 Bay Street, and/or those portions of that building which are of historic or architectural merit, be retained.

7.4 Council recognizes the architectural, contextual and historical significance of Union Station, at 71 Front Street West. Accordingly, it is the policy of Council that this building be retained and continue to be used as a major transportation terminal, and that new entrances from the south be created which respect the unique form and character of the building.

8. TRANSPORTATION AND CIRCULATION

8.1 Context

8.1.1 It is the policy of Council that the streets and transit services providing access to and circulation within the Railway Lands will be developed as an integral extension of the Central Area street network and transit system.

8.2 Streets

8.2.1 It is the policy of Council that the rights-of-way of streets in the Railway Lands should satisfactorily accommodate traffic, transit and pedestrians.

8.2.2 It is the policy of Council that the primary street system within the Railway Lands shall be generally in accordance with Map B.

8.2.3 It is the policy of Council to establish a new major east-west street through the Railway Lands, The Esplanade West, which will:

(a) provide a continuous east-west link for vehicles, pedestrians and transit;

(b) provide street frontage and vehicular and pedestrian access for new development, including, west of Simcoe Street, vehicular and pedestrian access required to serve the urban stadium and multi-purpose facility to be located in the eastern portion of the Spadina Sub-centre;

(c) help to define viable building parcels; and

(d) provide a focus for new development at its intersection with major north-south streets.

8.2.4 It is the policy of Council that new and existing streets in the Railway Lands should:

(a) create a grid-like pattern of streets and blocks which establishes a strong continuity with the street and block pattern of the rest of the Central Area.

(b) reinforce a strong public identity for The Esplanade West;

(c) intersect in a manner which facilitates the creation of a strong sense of public identity for new development;

(d) facilitate pedestrian movement within the Railway Lands; and

(e) be successfully integrated into the local and regional road systems.

8.2.5 It is the policy of Council that Portland Street and Simcoe Street be extended for vehicular and pedestrian use through the Railway Lands, as shown on Map B. The portion of the Simcoe Street extension south of the rail corridor will, among other things, constitute a desirable component of the street system serving the urban stadium and multi-purpose facility to be located in the eastern portion of the Spadina Sub-centre.

8.2.6 It is the policy of Council that Peter Street be extended for vehicular and pedestrian use over the rail corridor. This extension will, among other things, constitute an essential component of the street system providing vehicular and pedestrian access to the urban stadium and multi-purpose facility to be located in the eastern portion of the Spadina Sub-centre.

8.2.7 It is the policy of Council that the Spadina Avenue Bridge between Front Street and Lakeshore Boulevard West be rebuilt at the same width as the Spadina Avenue right-of-way north of Front Street in order to:

(a) accommodate a public transit service operating on its own right-of-way, when required;

(b) accommodate vehicular traffic;

(c) encourage the redevelopment of Spadina Avenue as a prominent urban street with generous sidewalks and a lively and interesting pedestrian environment;

(d) strengthen the links between the central City and Harbourfront, and

(e) provide vehicular, pedestrian and transit access to the urban stadium and multi-purpose facility to be located in the eastern portion of the Spadina Sub-centre.

8.2.8 It is the policy of Council that John Street be improved for vehicular and pedestrian use between The Esplanade West and Lakeshore Boulevard West, and that, to the north of The Esplanade West, it be extended over the rail corridor and improved in order to provide pedestrian use only, with dimensions sufficiently generous to provide a high level of pedestrian access to the new stadium to be located in the eastern portion of the Spadina Sub-centre and to the transit facilities serving the stadium. John Street south of the Esplanade West will, among other things, constitute an essential component of the street system providing vehicular and pedestrian access to the urban stadium and multi-purpose facility to be located in the eastern portion of the Spadina Sub-centre.

8.2.9 It is the policy of Council that York Street be widened south of Front street, where feasible, provided that pedestrian movements continue to be accommodated.

8.3 Pedestrian Circulation

8.3.1 In addition to the pedestrian circulation system provided by sidewalks within the rights-of-way of public streets, Council shall seek to secure appropriate through-block connections and pedestrian links over and under the rail corridor and over Lakeshore Boulevard, generally as shown on Map D.

8.3.2 It is the policy of Council that the following pedestrian linkages and bridges are, among other things, essential components of the pedestrian and transit access systems serving the urban stadium and multi-purpose facility to be located in the eastern portion of the Spadina Sub-centre:

(i) the John Street/pedestrian bridge;

(ii) the Simcoe Street pedestrian bridge;

(iii) the pedestrian linkage south of the rail corridor connecting the Major Parkland Area to the Simcoe Street bridge; and

(iv) the sidewalks of the Peter Street extension, the Esplanade West, between the Simcoe Street extension and Spadina Avenue, and John Street, south of The Esplanade West. Other pedestrian bridges and linkages will also provide pedestrian access to the stadium and to the transit system serving the stadium, particularly the east-west linkage between the John Street pedestrian bridge and Union Station.

8.4 Public Transit

8.4.1 Council recognizes the critical importance of public transit in providing adequate access to new Railway Lands development. Accordingly, it is the policy of Council to ensure that new Railway Lands development is serviced by existing and new transit facilities in a manner which makes public transit an attractive and efficient alternative to the private automobile. Specifically, it is the policy of Council that:

(a) regional commuter transit services continue to be incorporated in the rail corridor;

(b) a Spadina streetcar system be established which is linked to the Bloor-Danforth and Yonge-University subway system;

(c) an additional inter-modal connection between commuter transit services and the local transit system be developed, if practical, in the Spadina Sub-Centre;

(d) the parking requirements for the urban stadium and multi-purpose facility to be located in the eastern portion of the Spadina Sub-centre and the pedestrian linkages between the stadium and the local and regional transit systems consistent with Council's objective that, to the extent possible, access to the stadium be provided by public transit rather than by the private automobile;

(e) commercial development in the Financial District A and B and South Downtown High Density Mixed Commercial-Residential Areas A, B, C, and D be served primarily by public transit, and that linkages be established through Union Station and elsewhere where feasible to provide connections to the Bloor-Danforth and Yonge-University subway line, GO Transit commuter services and any other major transit route as may be developed; and

(f) transit facilities serving the Railway Lands be successfully integrated into the local and regional transit systems.

8.4.2 It is the policy of Council to exercise its available powers to ensure the protection within the Railway Lands of a transit corridor to accommodate a new rapid transit service which complies with the requirements of Section 8.4.3 of this Plan.

8.4.3 It is the policy of Council that the new rapid transit service referred to in Section 8.4.2 of this Plan should, if required, be located immediately south of the rail corridor at or below the approximate grade of the existing rail lines having regard for the other objectives of this Plan for the Railway Lands.

8.4.4 In the event that it is determined that the rapid transit service referred to in Section 8.4.2 is not required, Sections 8.4.2 and 8.4.3 will lapse without amendment to this Plan.

8.5 Railway Uses

8.5.1 It is the policy of Council that the rail corridor should remain in its present location on the north side of the Railway Lands, that Union Station should continue to function as a major transportation terminal, and that all rail facilities including the High Line freight by-pass be contained within the width of the rail corridor shown on Map B.

8.5.2 It is the policy of Council that satisfactory, efficient and safe inter-city passenger and freight services, as described in Section 8.5.1, be ensured.

9. ENVIRONMENT

9.1 Council will use its available powers and will seek the cooperation of other levels of government, land owners and developers involved in the development of the Railway Lands to ensure that satisfactory environmental conditions consistent with those elsewhere in the Central Area are established for people working and living within and adjacent to the Railway Lands. Accordingly, in considering the development of the Railway Lands, Council will require the preparation of an Environmental Report respecting each precinct for submission pursuant to Section 11.8 of this Plan. An Environmental Report shall contain an assessment of the appropriate means of:

(a) reducing, where appropriate, the noise and vibrational impact of the railway uses, the Gardiner Expressway, Lake Shore Boulevard and other arterial roads within and adjacent to the Railway Lands, by, among other things, the provision of buffers, including earthen berms, acoustical walls and buildings and structures, adjacent to noise and vibration sources as appropriate for residential, non-residential and open space uses;

(b) ensuring satisfactory air quality and climatic conditions, including satisfactory wind conditions at grade;

(c) ensuring satisfactory soil conditions, including any remedial steps, where necessary, with respect to contaminated soil and methane gas;

(d) providing for effective storm water management so that new development in the Railway Lands does not unacceptably affect water quality in Toronto Bay;

(e) minimizing, to the extent possible, risks of injury or damage from accidents on the rail and road corridors; and

(f) ensuring that the practices and procedures followed during construction of development in the Railway Lands are environmentally sound.

9.2 The Environmental Report referred to in Section 9.1 will be prepared by the proponents in consultation with the City, the Local Board of Health, and the Ministry of the Environment. The safeguards and measures set out in the Environmental Report shall address the Precinct Plan for the precinct and will be secured through an Environmental Agreement, submitted pursuant to Section 11.8 of this Plan.

For the purposes of this Plan an Environmental Agreement means an agreement containing provisions sufficient to ensure that the safeguards and measures set out in the Environmental Report are adequately secured.

9.3 The City and the Ministry of the Environment shall identify the various guidelines, standards, and requirements which at the time generally affect the development of lands south of Queen Street in the City of Toronto in relation to the environmental matters set out in Section 9.1 of this Plan.

9.4 It is Council's intention to consult with the Ministry of the Environment and the Local Board of Health respecting relevant environmental matters referred to in Sections 9.1-9.2 and to ensure that all Environmental Reports, and Environmental Agreements, are satisfactory to the City and the Ministry of the Environment.

9.5 In the event that the City or the Ministry of the Environment has indicated that any of the documents referred to in Section 9.4 are unsatisfactory to it, and the City or the applicant wishes to have the question of whether an amendment to the zoning by-law should be made determined by the Ontario Municipal Board, the City shall ensure that the Minister of the Environment and the Regional Director of the Ministry of the Environment are given notice of the Ontario Municipal Board Hearing, so that the Ministry of the Environment may, if it wishes, become a party to the Ontario Municipal Board Hearing and present its views on whether or not the re-zoning should proceed without amendment to the documents in question or only if they are further amended.

9.6 Council will seek to ensure by, among other things, the use of its powers under Section 40 of The Planning Act, that development in the Railway Lands is energy efficient.

10. LAND USE DISTRICTS

10.1 The Financial District A and B

The area designated Financial District A and B on Map C of this Plan shall be regarded as an extension of the existing Financial District as defined in Part I of this Plan, and as an appropriate location for the primary concentration of office uses within the Railway Lands.

10.1.1 In Financial District A, it is the policy of Council to pass by-laws, subject to Section 11.2 of this Plan, to permit:

(a) subject to Section 3A.4(d) of Part I of this Plan, buildings containing only residential uses, up to a maximum residential density of 750 units per hectare;

(b) buildings containing only non-residential uses, up to a maximum non-residential density of 9.0 of which the non-residential density used for offices, government offices and business offices shall not exceed 8.0; or

(c) buildings containing a mix of residential, and non-residential uses, up to the non-residential and residential densities determined by the following mixing formula:

$$\text{Non-residential Density} + \frac{\text{Residential Density}}{100} = 12.0,$$

provided that the non-residential density does not exceed 9.0, of which the non-residential density used for offices, government offices and business offices does not exceed 8.0, and the residential density does not exceed 750 units per hectare.

10.1.2 In the Financial District B, it is the policy of Council to pass by-laws, subject to Section 11.2 of this Plan, to permit:

(a) subject to Section 3A.4(d) of Part I of this Plan, buildings containing only residential uses, up to a maximum residential density of 750 units per hectare;

(b) buildings containing only non-residential uses, up to a maximum non-residential density of 8.0 of which the non-residential density used for offices, government offices and business offices shall not exceed 7.0; or

(c) buildings containing a mix of residential, and non-residential uses, up to the non-residential and residential densities determined by the following mixing formula:

$$\text{Non-residential Density} + \frac{\text{Residential Density}}{100} = 12.0,$$

provided that the non-residential density does not exceed 8.0, of which the non-residential density used for offices, government offices and business offices does not exceed 7.0, and the residential density does not exceed 750 units per hectare.

10.1.3 Notwithstanding the provisions of Section 10.1.1 and 10.1.2, Council may pass by-laws in Financial District A and B to permit:

(a) hotels having a maximum gross floor area of 12 times the area of the lot; or

(b) buildings containing hotel uses and other non-residential and/or residential uses at densities with the limits of the mixing formula set out in Section 10.1.1, providing that the gross floor area of non-residential uses other than hotel uses does not exceed 8 times the area of the lot may be used for offices, government offices and business offices; and the residential density does not exceed 750 units per hectare.

10.1.4 Notwithstanding the provisions of Section 10.1.1 and 10.1.2, but subject to Section 3A.5(a) of Part I of this Plan, on the application therefor by the owner of a lot, Council may pass by-laws in Financial District A and B to permit buildings containing special housing units, alone or in combination with other uses, up to a maximum special residential density of 1,000 units per hectare.

10.1.5 Notwithstanding Section 1A.46 of Part I of this Plan, it is the objective of Council that Station Street be included in a comprehensive redevelopment of the land designated Financial District B which is located north of the Rail Corridor and west of Union Station within the Railway Lands and/or the CN/CP Telecommunications Building at 151 Front Street West. In the context of such a comprehensive redevelopment, it is Council's intention, suject to the requirements of The Municipal Act, that the open and closed portions of Station Street within this area be conveyed to the developer, provided that the redevelopment provides a high quality, weather-protected east-west pedestrian connection linking Union Station and Simcoe Street approximately equivalent in area and dimensions to the travelled portion of Station Street right of way.

10.2 South Downtown High Density Mixed Commercial-Residential Areas A, B, C and D.

10.2.1 South Downtown High Density Mixed Commercial Residential Areas A, B and C shall contain commercial, institutional and residential uses permitted in other High Density Mixed Commercial Residential Areas, in accordance with the following Council objectives:

(a) the development of a substantial number of dwelling units suitable for low-to-moderate income households in order to facilitate the realization of Council's housing objectives as set out in Section 4 of this Plan;

(b) the development, in proximity to the Convention Centre at 255 Front Street West and other major tourist attractions, of a hotel which will contribute to the vitality of the area and encourage the use of the adjacent Major Parkland Area by a wide variety of people throughout each day; and

(c) the development of a mixture of commercial, institutional and/or residential uses in a location which will ensure that the concentration of commercial uses in the Financial District is appropriately linked to the Major Parkland Area west of Simcoe Street.

10.2.2 In South Downtown High Density Mixed Commercial-Residential Area A it is the policy of Council to pass by-laws, subject to Section 11.2 of this Plan, to permit:

(a) buildings containing only residential uses, up to a maximum residential density of 600 units per hectare;

(b) buildings containing only non-residential uses other than offices, government offices and business offices up to a maximum non-residential density of 0.5;

(c) buildings containing a mix of residential, and non-residential uses, up to the non-residential and residential densities determined by the following mixing formula:

$$\text{Non-Residential Density} + \frac{\text{Residential Density}}{100} = 6.5,$$

provided that the non-residential density does not include gross floor area used for offices, government offices or business offices, and does not exceed 0.5, and the residential density does not exceed 600 units per hectare.

10.2.3 In South Downtown High Density Mixed Commercial-Residential Area B, it is the policy of Council to pass by-laws, subject to Section 11.2 of this Plan, to permit:

(a) buildings containing only residential uses, up to a maximum residential density of 480 units per hectare;

(b) buildings containing only non-residential uses, up to a maximum non-residential density of 7.8, of which the non-residential density used for offices, government offices and business offices does not exceed 5.7; or

(c) buildings containing a mix of residential, and non-residential uses, up to the non-residential and residential densities determined by the following mixing formula:

$$\text{Non-residentiall Density} + \frac{\text{Residential Density}}{100} = 7.8$$

provided that the non-residential density used for office, government offices and business offices does not exceed 5.7, and the residential density does not exceed 480 units per hectare.

10.2.4 In South Downtown High Density Mixed Commercial-Residential Area C, it is the policy of Council to pass by-laws, subject to Section 11.2 of this Plan, to permit:

(a) buildings containing only residential uses, up to a maximum residential density of 480 units per hectare;

(b) buildings containing only hotel and other non-residential uses up to a maximum non-residential density of 7.5 times the area of the lot for hotel uses and 1 times the area of the lot for non-residential uses other than hotel uses, but excluding offices, government offices and business offices; or

(c) buildings containing a mix of residential, hotel and other non-residential uses up to the non-residential and residential densities determined by the following mixing formula:

$$\text{Non-residential density} + \frac{\text{Residential Density}}{10} = 7.8,$$

provided that the non-residential density used for hotel uses does not exceed 7.5 times the area of the lot and the non-residential density used for non-residential uses other than hotel uses does not exceed 1 times the area of the lot and does not include non-residential density uses for offices, government offices and business offices, and the residential density does not exceed 480 units per hectare.

10.2.5 South Downtown High Density Mixed Commercial-Residential Area D is subject to the provisions of Section 3A.3 of Part I of this Plan.

10.2.6 Notwithstanding the provisions of Sections 10.2.3 and 10.2.4, Council may pass by-laws in South Downtown High Density Mixed Commercial-Residential Areas B and C to permit buildings containing residential uses, alone or in combination non-residential uses, at densities up to 25 per cent greater than the residential densities permitted by Sections 10.2.3 and 10.2.4, provided that the owner of such building agrees with the City to provide such additional residential density for the purpose of any assisted housing program.

10.2.7 Notwithstanding the provisions of Sections 10.2.2, 10.2.3 and 10.2.4, but subject to Section 3A.5(a) of Part I of this Plan, Council may, on the application therefor by the owner of a lot, pass by-laws in South Downtown High Density Mixed Commercial Residential Areas A, B and C to permit buildings containing special housing units, alone or in combination with other uses, up to a maximum special residential density of 1,000 units per hectare.

10.3 Spadina Sub-Centre

10.3.1 The Spadina Sub-centre is comprised of the Spadina Sub-centre High Density Mixed Commercial Residential Areas A, B, C and D, and Spadina Sub-centre Special Mixed Use Areas A, B, C, and D. It shall be regarded as an appropriate location for a significant concentration of commercial, institutional and residential uses, including a secondary concentration of office space and a new urban stadium and multi-purpose facility to be developed as an integral part of a primarily commercial and retail complex in the eastern portion of the sub-centre.

10.3.2 It is the objective of Council that the intersection of Spadina Avenue and The Esplanade West become a focus for the Spadina Sub-Centre within the Railway Lands, and that its development provide for the integration of proposed transit lines with high standards of urban design and pedestrian amenity.

10.3.3 (a) Spadina Sub-centre High Density Mixed Commercial-Residential Area A shall be regarded as an appropriate location for a mixture of commercial, institutional and retail uses. Residential uses which are designed and located so as to prevent conflicts with the stadium use in Spadina Sub-centre Special Mixed Use Area A and adjacent non-residential uses are considered appropriate in the western portion of this area.

(b) In Spadina Sub-Centre High Density Mixed-Commercial-Residential Area A, it is the policy of Council to pass by-laws, subject to Section 11.2 of this Plan, to permit:

- (i) subject to Section 10.3.3(a) of this Plan, buildings containing only residential uses up to a maximum residential density of 200 units per hectare;
- (ii) buildings containing only non-residential uses up to a maximum non-residential density of 3.5; or
- (iii) subject to Section 10.3.3(a) of this plan, buildings containing a mix of residential and non-residential uses up to the non-residential and residential densities determined by the following mixing formula:

$$\text{Non-residential Density} + \frac{\text{Residential Density}}{100} = 5.5,$$

provided that the non-residential density does not exceed 3.5 and the residential density does not exceed 200 units per hectare.

10.3.4 (a) Spadina Sub-Centre High Density Mixed Commercial-Residential Areas B, C and D shall be regarded as appropriate locations for a mixture of residential, commercial and institutional uses, with a strong street-related retail and service use component.

(b) In Spadina Sub-Centre High Density Mixed Commercial-Residential Area B, it is the policy of Council to pass bylaws, subject to Section 11.2 of this Plan, to permit:

(i) buildings containing only residential uses, up to a maximum residential density of 480 units per hectare;

(ii) buildings containing only non-residential uses, up to a maximum non-residential density of 3.0;

(iii) buildings containing a mix of residential and non-residential uses, up to the non-residential and residential densities determined by the following mixing formula:

$$\text{Non-Residential Density} + \frac{\text{Residential Density}}{100} = 7.8,$$

provided the non-residential density does not exceed 3.0 and the residential density does not exceed 480 units per hectare.

(c) In Spadina Sub-centre High Density Mixed Commercial-Residential Area C, it is the policy of Council to pass by-laws, subject to Section 11.2 of this Plan, to permit:

(i) buildings containing only residential uses up to a maximum residential density of 480 units per hectare;

(ii) buildings containing only non-residential uses up to a maximum non-residential density of 3.5; or

(iii) buildings containing a mix of residential and non-residential uses, up to the non-residential and residential densities determined by the following mixing formula:

$$\text{Non-residential density} + \frac{\text{Residential Density}}{100} = 7.8,$$

provided that the non-residential density does not exceed 3.5, and the residential density does not exceed 480 units per hectare.

(d) In Spadina Sub-centre High Density Mixed Commercial-Residential Area D, it is the policy of Council to pass by-laws, subject to Section 11.2 of this Plan,to permit:

(i) buildings containing only residential uses up to a maximum residential density of 580 units per hectare;

(ii) buildings containing only non-residential uses, up to a maximum non-residential density of 2.0; or

(iii) buildings containing a mix of residential and non-residential uses, up to the maximum residential and non-residential densities determined by the following mixing formula:

$$\text{Non-residential density} + \frac{\text{Residential Density}}{100} = 7.8,$$

provided that the non-residential density does not exceed 2.0 and the residential density does not exceed 580 units per acre.

10.3.5 Notwithstanding the provisions of Sections 10.3.3(b) and 10.3.4(b), (c) and (d), Council may pass by-laws in Spadina Sub-centre High Density Mixed Commercial-Residential Areas A, B, C, and D to permit buildings containing residential uses, alone or in combination with non-residential uses, at densities up to 25 per cent greater than the residential density permitted by Sections 10.3.3(b) and 10.3.4(b), (c) and (d), provided that the owner of such building agrees with the City to provide such additional residential density for the purpose of any assisted housing program.

10.3.6 Notwithstanding the provisions of Sections 10.3.3(b) and 10.3.4(b), (c) and (d), but subject to Section 3A.5(a) of Part I of this Plan, Council may, on the application therefor by the owner of a lot pass by-laws in Spadina Sub-centre High Density Mixed Commercial-Residential Areas B, C and D to permit buildings containing special housing units, alone or in combination with other uses, up to a maximum special residential density, in the case of Areas B, C and D, of 1,000 units per hectare.

10.4 Spadina Sub-centre Special Mixed Use Areas A, B, C, and D shall be regarded as an appropriate location for an urban stadium and multi-purpose facility and buildings containing a mix of non-residential uses with a strong street-related retail component.

Other land uses shall be located around the stadium component of the multi-purpose facility so that, to the extent possible, this facility functions as, and has the appearance of, an urban building. The public edges of the stadium building and other buildings in these areas shall have a compatible form and scale which reinforces The Esplanade West as an important public street.

10.4.1 (a) Spadina Sub-centre Special Mixed Use Area A shall be regarded as an appropriate location for buildings containing a mix of non-residential uses with a strong street-related retail component, and for a new urban stadium and multi-purpose facility.

(b) In Spadina Sub-centre Special Mixed Use Area A, it is the policy of Council to pass by-laws to permit a stadium and accessory uses as well as a mix of other non-residential uses up to a maximum non-residential density of 1.35, in addition to the non-residential density of the stadium and the uses directly accessory to the stadium.

(c) It is the policy of Council that the submissions required pursuant to Section 11.12 of this Plan should provide that:

(i) the portion of the non-residential density permitted in Spadina Sub-centre Special Mixed Use Area A which is constructed around the stadium component as part of the multi-purpose facility is sufficient to ensure that this facility functions as, and has the appearance of, an urban building; and

(ii) that the facility contains a strong street-related retail component.

(d) Council will use its available powers to ensure that parking spaces and loading and servicing facilities which serve the stadium and multi-purpose facility:

(i) are located so as to minimize, to the extent possible, traffic congestion;

(ii) are provided in a form and in locations which are consistent with the stadium's urban character and context; and

(iii) are located so as to be consistent with Council's objectives, to the extent possible, access to the stadium is provided by public transit rather than by private automobile.

(e) In particular, it is the policy of Concil to pass by-laws respecting the provision of parking spaces to serve the new stadium and multi-purpose facility which:

(i) are consistent with Section 10.4.1(d);

(ii) ensure that parking spaces which serve the stadium are, to the extent possible, located in other developments within the Railway Lands and in the portion of the surrounding area which is within ready walking distance of the stadium, so that these parking spaces will serve both the stadium and the land uses contained in the other developments; and

(iii) restrict the number of parking spaces which are not provided in accordance with Section 10.4.1(e)(ii) to a minimum of essential spaces.

(f) Council will use its available powers to ensure that the pedestrian and vehicular traffic generated by the stadium is accommodated in a manner which is compatible with surrounding non-residential and residential development, in particular the residential uses in the Spadina Sub-centre and in the Bathurst-Spadina Neighbourhood.

(g) It is the policy of Council that the components of the street system shown on Map B and described in Sections 8.21 through 8.29 of this Plan which are required to provide satisfactory pedestrian, transit and vehicular access to the stadium be completed by the time the stadium is operational or as soon as possible thereafter.

(h) It is the Policy of Council that the pedestrian bridges and linkages shown on Map D and described in Sections 8.3.1 to 8.3.2 of this Plan which are required to provide satisfactory pedestrian and transit access to the stadium be completed by the time the stadium is operational or as soon as possible thereafter.

10.4.2 In Spadina Sub-centre Special Mixed Use Area B, it is the policy of Council to pass by-laws to permit:

(a) a new Metropolitan Toronto Water Works facility; and

(b) buildings containing a mix of non-residential uses with a strong street-related retail component up to a maximum non-residential density of 2.5.

10.4.3 In Spadina Sub-centre Special Mixed Use Area C, it is the policy of Council to pass by-laws to permit buildings containing a mix of non-residential uses with a strong street-related retail component, up to a non-residential density of 5.5.

10.4.4 In Spadina Sub-Centre Special Mixed Use Area D it is the policy of Council to pass by-laws to permit buildings containing a mix of non-residential uses with a strong street-related retail component up to a maximum non-residential density of 7.8.

10.5 Front Street General Use Areas A, B and C

10.5.1 Front Street General Use Areas A, B and C shall be regarded as an appropriate location for a mixture of commercial, institutional and compatible industrial uses, including street-related retail and service uses in order to enliven the pedestrian environment along Front Street and contribute to a high level of pedestrian amenity. Council may permit residential uses in this area only by way of amendment to this Plan.

10.5.2 It is the policy of Council that development in Front Street General Use Areas A, B and C will have a density and form which:

(a) helps to define Front Street as a significant urban street, and an important entrance to the central City;

(b) permits the development of parkland and pedestrian bridges across the rail corridor shown on Map D so that the residential communities to the north will be linked to the residential areas in the Railway Lands and new development in the Railway Lands will be visually and physically accessible from the north; and

(c) permits development to bridge the rail corridor on both sides of a rebuilt Spadina Avenue Bridge at a scale and with a form that ensures that Spadina Avenue has continuous and consistent street frontage between Front Street and The Esplanade West.

10.5.3 In Front Street General Use Area A, it is the policy of Council, subject to Section 4.13 of Part I of this Plan and Section 11.2 of this Plan, to pass by-laws to permit:

(a) industrial buildings or uses which are environmentally compatible with adjacent and neighbouring uses, provided that the total gross floor area of such industrial buildings or uses does not exceed 5.0 times the area of the lot;

(b) commercial and/or institutional buildings or uses having a gross floor area of up to 3.5 times the area of the lot; or

(c) buildings containing a mix of industrial, commercial and institutional uses, having a total gross floor area up to 5.0 times the area of the lot, provided that the total gross floor area of the commercial and/or institutional component of any such mixed use building does not exceed 3.5 times the area of the lot.

10.5.4 In Front Street General Use Area B, Council, subject to Section 4.13 of Part I of this Plan and Section 11.2 of this Plan, it is the policy of Council to pass by-laws to permit buildings containing industrial, commercial and institutional uses alone or in combination, having a total gross floor area of 7.0 times the area of the lot.

10.5.5 In Front Street General Use Area C, it is the policy of Council, subject to Section 4.12 of Part I of this Plan and Section 11.2 of this Plan, to pass by-laws to permit buildings containing industrial, commercial, and institutional uses alone or in combination, having a total gross floor area of 4.0 times the area of the lot.

10.6 THE BATHURST-SPADINA NEIGHBOURHOOD

10.6.1 The area designated Bathurst-Spadina Neighbourhood Medium Density Mixed Commercial Residential Area comprises the Bathurst-Spadina Neighbourhood.

The Bathurst-Spadina Neighbourhood shall be regarded as a predominantly residential area containing at least 2,000 dwelling units at low to medium densities in a variety of housing types and forms and available to a wide range of households, ages and incomes.

10.6.2 In addition to residential development, the Bathurst-Spadina Neighbourhood will contain local street-related retail and service uses, community services and facilities in accordance with the provisions of Section 5 of this Plan, and parks and open spaces in accordance with the provisions of Section 6 of this Plan.

10.6.3 In addition to the parkland and publicly accessible open spaces shown on Map D, it is the policy of Council to use its available powers to ensure the provision of smaller building-related open spaces and, where appropriate, children's play areas within blocks in the Bathurst-Spadina Neighbourhood.

10.6.4 The Bathurst-Spadina Neighbourhood is designated a Medium Density Mixed Commercial-Residential Area within which Council, subject to Section 4.3, 10.6.1, 10.6.2 and 10.6.5 of this Plan, may pass by-laws to permit:

(a) buildings containing only residential uses, up to a maximum residential density of 350 units per hectare;

(b) buildings containing only non-residential uses, up to a maximum non-residential density of 0.75;

(c) buildings containing a mix of residential uses and non-residential up to the non-residential and residential densities determined by the following mixing formula:

$$\text{Non-residential Density} + \frac{\text{Residential Density}}{100} = 4.0,$$

provided the non-residential density does not exceed 0.75 and the residential density does not exceed 350 units per hectare.

10.6.5 It is the policy of Council that by-laws passed by Council pursuant to Section 10.6.4 will establish a distribution of land uses and a range of densities in accordance with Sections 10.6.1 and 10.6.2 of this Plan.

In passing such by-laws, Council will have particular regard for the following objectives:

(a) the need to create a satisfactory residential environment in the context of the locational characteristics of the area, including the adjacent road and rail corridors;

(b) the provision of at least 25% of the dwelling units in the Bathurst-Spadina Neighbourhood as housing suitable for families with children; and

(c) the establishment of an appropriate relationship between development within the Bathurst-Spadina Neighbourhood and the western portion of the Spadina Sub-centre.

10.6.6 Notwithstanding the provisions of Section 10.6.4, but subject to Sections 10.6.1 and 10.6.5, Council may pass by-laws, where appropriate, to permit buildings containing residential uses, alone or in combination with non-residential uses at densities up to 25 per cent greater than the residential density permitted by Section 10.6.4, provided that the owner of such building agrees with the City to provide such additional residential density for the prupose of any assisted housing program.

10.6.7 Notwithstanding the provisions of Section 10.6.4, but subject to Sections 10.6.1 and 10.6.5 and Section 3A.5(a) of Part I of this Plan, Council may, where appropriate and on the application therefor by the owner of a lot, pass by-laws to permit buildings containing special housing units, alone or in combination with other uses, up to a maximum special residential density of 850 units per hectare.

10.7 Rail Corridor and Union Station Area

The Rail Corridor and Union Station Area is regarded as an appropriate location for inter-city passenger rail services, regional commuter rail services and freight rail services which are compatible with the development of the Railway Lands in accordance with the policies and provisions of the Plan.

10.7.1 Union Station is regarded as the primary focus for passenger rail and commuter rail facilities serving the Toronto region. In addition, Union Station is a primary focus for the Metropolitan Toronto subway service.

10.7.2 It is the policy of Council to ensure the retention of Union Station as a transportation terminal and to seek to ensure the satisfactory functioning of the station complex.

10.7.3 Subject to Sections 3.4(b) and (c) of this Plan, in the areas designated Rail Corridor and Union Station Area Council may pass by-laws to permit transportation and related uses and ancillary commercial uses only.

10.8 General

10.8.1 In order to facilitate the creation of secondary public streets and the provision of public parkland, the non-residential or residential density permitted to be developed on a lot in the Railway Lands shall be determined by including in the area of such lot:

(a) the area of the right-of-way of any street, except those shown as primary streets on Map B, which directly abuts the lot;

(b) the area of any public open space which directly abuts the lot and which the owner of the lot has agreed to provide to the City for dedication as a public park; and

(c) in the case of the lots immediately south of the east-west street located immediately south of the TTR rail corridor, designated lands between the east-west street and the TTR rail corridor which have the same land use designation.

10.8.2 It is the policy of Council that above grade parking not be included in the calculation of permitted commercial density within the Railway Lands where such facilities are located in accordance with the relevant provisions of by-laws passed in accordance with this Plan.

10.8.3 It is the policy of Council that the site of the Toronto Terminal Railways steam plant at 16 York Street be redeveloped for other land uses in accordance with the provisions of this Plan.

10.8.4 Notwithstanding the provisions of this Plan respecting the maximum residential and non-residential density permitted on a lot, but subject to Section 4.1(b) of this Plan Council, on the application therefore, may pass by-laws respecting lots located in the same District or Area, other than South Downtown Mixed Commercial-Residential Area A, Spadina Sub-centre Special Mixed Use Area A, the Bathurst Spadina Neighbourhood and Front Street General Use Area C, to permit the transfer or exchange of residential density and/or non-residential density permitted on the lots, provided that:

(a) no dwelling units are permitted on a lot on which no residential density is permitted by this Plan;

(b) the aggregate number of dwelling units and the aggregate non-residential gross floor area permitted on the lots by a by-law enacted pursuant to this section does not exceed the aggregate number of dwelling units and the aggregate non-residential gross floor area permitted on the same lots prior to the enactment of the by-law;

(c) in the case of any lot located in any precinct except the precinct designated "A" on Map E, the development permitted by a by-law enacted pursuant to this Section is consistent with the submissions made as part of a successful application to have the "H" removed, pursuant to Section 11.9 of this Plan;

(d) in the case of any lot located in the precinct designated "A" on Map E, the development permitted by a by-law enacted pursuant to this Section is consistent with the submissions made pursuant to Section 11.12 and 11.13 of this Plan;

(e) in the case of General Use Areas A and B and Spadina Sub-centre Special Mixed Use Areas A, B, C, and D the non-residential density on any lot to which the by-law applies does not exceed the maximum non-residential density shown below; and

(f) in the case of a Mixed Commercial-Residential Area, the constant in the mixing formula which describes the development on any lot to which the by-law applies does not exceed the maximum Mixing Formula constant shown below.

Area	Maximum Non-Residential Density or Mixing Formula "Constant"
- Financial District	12.0
- South Downtown High Density Mixed Commercial Residential Areas B and C	10.0
- Spadina Sub-Centre High Density Mixed Commercial-Residential Areas B, C and D and Spadina Sub-centre Special Mixed Use Area D	9.0
- Spadina Sub-Centre High Density Mixed Commercial-Residential Area A	6.5
- Spadina Sub-Centre Special Mixed Use Area C	6.5
- Spadina Sub-centre Special Mixed Use Area B	4.0
- Front Street General Use Area A	6.0
- Front Street General Use Area B	8.0;

For the avoidance of doubt, applications for amendments to the Zoning By-law made pursuant to this section are subject to the provisions of Section 34 of the *Planning Act, 1983*.

11. DEVELOPMENT STRATEGY

11.1 Subject to Section 11.3 of this Plan, Council recognizes that the following conditions affect the development of the *Railway Lands* and render appropriate the use of the provisions contained in Section 35 of *The Planning Act, 1983*:

(a) The *Railway Lands* are, at the time of the enactment of this Plan, inadequately provided with local services for complete development in accordance with the provisions of this Plan.

(b) The Railway Lands are not, at the time of the enactment of this Plan, divided into developable blocks.

(c) Development of the Railway Lands and the provision of the necessary services must be co-ordinated in an orderly sequence.

(d) The scale and extent of the Railway Lands are such that development in accordance with the provisions of this Plan will take place over a considerable period of time.

(e) It is the policy of Council that the early commencement of the development of the Railway Lands in accordance with and subject to this Plan is to be facilitated.

11.2 Council recognizes the importance to the City, the other levels of government and agencies involved in the servicing of the Railway Lands and the landowners within the Railway Lands of understanding and defining in this Plan the extent and distribution of the development potential of the Railway Lands in their entirety.

Accordingly, it is Council's intention to enact a by-law consistent with the provisions of this Plan affecting the entirety of the Railway Lands, except for the precinct designated "A" on Map E, which utilizes the holding provisions of Section 35 of The Planning Act, 1983. The zoning by-law enacted pursuant to Section 35 of The Planning Act, 1983 shall define and incorporate a holding symbol which shall be the capital letter "H" and which shall precede the use and density designations contained in any such by-law. This zoning by-law shall specify the use to which lands, buildings or structures may be put at such time in the future as the Holding Symbol is removed by amendment to the by-law.

The Holding Symbol will be removed from any such by-law on an incremental basis in accordance with the provisions of Section 11.4 through 11.17 inclusive of this Plan.

11.3 Council recognizes that the precinct designated "A" on Map E includes an appropriate site for an urban stadium and multi-purpose facility for Metropolitan Toronto, in the context of development for other urban land uses, and it is the policy of Council to encourage the early development of this precinct for these purposes. Accordingly, it is the policy of Council to enact a zoning by-law implementing the provisions of this Plan as they affect that precinct provided that the relevant requirements of Sections 11.4 through 11.17, inclusive, have been complied with.

11.4 Council recognizes that the precincts shown on Map E are areas suitable for independent development in accordance with the policies and provisions of this Plan.

11.5 Council recognizes that the boundaries of the precincts shown on Map E are approximate. Where the general intent of this Plan is maintained, minor adjustments to such boundaries will not require amendment to this Plan. In particular, the boundaries of a precinct may be varied without amendment to this Plan in order to include, where appropriate, the continuation outside of the precinct of a public highway or public or private street and the related services located within the precinct.

11.6 For the purposes of this Plan, a Precinct Plan and a Precinct Agreement shall mean, respectively, a document containing, in graphic and written form, the information described in Section 11.7 of this Plan, and an agreement sufficient to ensure that the matters set out in the Precinct Plan are adequately secured. In the case of all precincts except the precinct designated "A" on Map E, a Precinct Plan and Precinct Agreement shall be submitted to City Council by way of an application pursuant to Section 35 of The Planning Act, 1983 to amend the zoning by-law for the Railway lands to remove the Holding Symbol with respect to a precinct.

With respect to the precinct designated "A" on Map E, an application pursuant to Sections 11.12 and 11.13 of this Plan shall be submitted prior to Council's enactment of a zoning by-law which implements the provisions of this Plan.

11.7 A Precinct Plan submitted with an application to remove the Holding Symbol from a precinct, shall show and contain:

(a) the location, elevation, dimensions and intersection details of all existing and proposed public highways, public streets, and private roadways within the precinct as are sufficient to serve the existing and incremental vehicular traffic created by the development permitted by this Plan;

(b) the details of the connections with any existing public highways of any proposed public highways, public streets and private roadways, and of any existing public highways, public streets and private roadways whose alignment and/or dimensions are proposed to be altered within the precinct;

(c) the location, elevation, dimensions and intersection details of all existing and such proposed sidewalks adjoining the existing and proposed streets in the precinct as are sufficient to meet the needs of pedestrians travelling in and through the precinct as the result of development permitted by this Plan.

(d) the location of such existing and proposed municipal services within the precinct as are sufficient to serve the development permitted by this Plan.

(e) the location of such existing and proposed utility services within the precinct as are sufficient to serve the development permitted by this Plan;

(f) the location of any school or schools and any community centre to be constructed in the precinct;

(g) a description of the locations of all existing transit facilities and of the proposed rights-of-way of any proposed transit facilities, and of the points of ingress to and egress from these existing and proposed facilities which are together sufficient to meet the needs of public transit users travelling to, from and within the precinct;

(h) the location, dimensions and areas of any lands to be leased or conveyed to the City for housing and parks purposes in accordance with the provisions of this Plan;

(i) the general treatment of all public sidewalks and public streets, referred to in (a) and (c) above, including:

- paving materials
- street trees
- pedestrian scale street lighting
- the general locations of street furniture.

(j) the location and minimum dimensions of pedestrian bridges, tunnels and mid-block routes within or directly servicing development within the precinct which meet the requirements of this Plan ;

(k) a description of the timing of any relocation of railway uses and trackage, including the High Line, located within the precinct;

(l) a description of the manner in which the safeguards and measures set out in the Environmental Report affecting the precinct are to be implemented in the precinct;

(m) the manner in which the precinct is to be linked to any adjacent precinct or precincts, with specific reference to the matters set out in (a) to (l) above.

11.8 (a) An applicant seeking the removal of the Holding Symbol from the zoning by-law affecting a precinct shall submit a Concept Plan. A Concept Plan shall be capable of accommodating a range of built form solutions for a precinct. In demonstrating this capability, a Concept Plan shall show:

(i) setback and/or build-to lines;

(ii) built form envelopes, demonstrating how the development potential permitted on each block could be distributed on the block;

(iii) the location and character of private open spaces;

(iv) the location of any arcades, canopies and other weather-protected routes;

(v) the general location of parking facilities and service access areas;

(vi) the general locations of principal pedestrian entrances;

(vii) public pedestrian routes;

(viii) the general location of public street related uses; and

(ix) the manner in which linkages to adjacent precincts could be accomplished and treated.

(b) The purposes of a Concept Plan for a precinct shall be:

(i) to assist Council in evaluating the conformity of the Precinct Plan with the relevant provisions of this Plan; and

(ii) to assist Council in evaluating development applications for review under Section 40 of The Planning Act, 1983, in conjunction with Section 3.5 of this Plan.

11.9 An application to amend the Zoning By-law for the Railway Lands to remove the Holding Symbol shall comprise:

(a) a Precinct Plan, as defined in Section 11.6;

(b) a Precinct Agreement, as defined in Section 11.6;

(c) an Environmental Report, as defined in Section 9.1;

(d) an Environmental Agreement, as defined in Section 9.2; and

(e) a Concept Plan, as defined in Section 11.8(a) and 11.8(b),

each of which shall cover at least the precinct to which the application applies.

11.10 An application to remove the Holding Symbol shall, upon its receipt, be circulated for review and comment to the City, Metropolitan, Provincial and Federal officials, and the officials of any commissions, authorities, coporations, or other bodies, involved in the development or servicing of the area affected by the application.

11.11 Subject to Section 11.17 of this Plan, it is the policy of Council to enact a by-law removing the Holding Symbol from a precinct provided it has received and given due consideration to an application therefore which comprises:

(a) a Precinct Plan which is reasonable and in accordance with the policies and provisions of this plan;

(b) a form of Precinct Agreement which is sufficient to secure the provision to or for the City of the matters set out in a Precinct Plan;

(c) an Environmental Report which satisfies the requirements of Section 9 of this Plan respecting the area which is the subject of the application;

(d) a form of Environmental Agreement which is sufficient to secure the safeguards and measures set out in the Environmental Report and which satisfies the requirements of Section 9 of this Plan; and

(e) a Concept Plan prepared in accordance with Section 11.8(a) and (b) of this Plan which is consistent with the relevant provisions of Section 3.5 of this Plan.

For the avoidance of doubt, it is the policy of City Council that any question of whether the Holding Symbol is to be removed from the Zoning By-law in accordance with the policies of this Plan may be referred by the applicant to the Ontario Municipal Board pursuant to Section 35 of The Planning Act. In the event the applicant appeals to the Ontario Municipal Board pursuant to Section 35(3) of the Planning Act, 1983, the Ontario Municipal Board shall determine any issue of the completeness or conformity of the application materials with the policies and provisions of this Plan.

11.12 With respect to the precinct designated "A" on Map E, it is the policy of Council to enact a by-law implementing the provisions of this Plan as they affect that precinct, provided it has received and given due consideration to an application which shall show and contain:

(a) the location, elevation, dimensions and intersection details of all existing and proposed public highways, public streets, and private roadways within the precinct as are sufficient to serve the existing and incremental vehicular traffic created by the development permitted by this Plan;

(b) the details of the connections with any existing public highways of any proposed public highways, public streets and private roadways, and of any existing public highways, public streets and private roadways whose alignment and/or dimensions are proposed to be altered within the precinct;

(c) the location, elevation, dimensions and intersection details of all existing and such proposed sidewalks adjoining the existing and proposed streets in the precinct as are sufficient to meet the needs of pedestrians travelling in and through the precinct as the result of development permitted by this Plan.

(d) the location of such existing and proposed municipal services within the precinct as are sufficient to serve the development permitted by this Plan.

(e) the location of such existing and proposed utility services within the precinct as are sufficient to serve the development permitted by this Plan;

(f) the location of any school or schools and any community centre to be constructed in the precinct;

(g) a description of the locations of all existing transit facilities and of the proposed rights-of-way of any proposed transit facilities, and of the points of ingress to and egress from these existing and proposed facilities which are together sufficient to meet the needs of public transit users travelling to, from and within the precinct;

(h) the location, dimensions and areas of any lands to be leased or conveyed to the City for housing and parks purposes in accordance with the provisions of this Plan;

(i) the general treatment of all public sidewalks and public streets, referred to in (a) and (c) above, including:

- paving materials
- street trees
- pedestrian scale street lighting
- the general locations of street furniture.

(j) the location and minimum dimensions of pedestrian bridges, tunnels and mid-block routes within or directly servicing development within the precinct which meet the requirements of this Plan ;

(k) a description of the timing of any relocation of railway uses and trackage, including the High Line, located within the precinct;

(l) the manner in which the precinct is to be linked to any adjacent precinct or precincts, with specific reference to the matters set out in (a) to (k) above.

(m) a form of Agreement which is sufficient to secure the provision to or for the City of the matters set out in the application;

(n) a report which satisfies the requirements of Section 9.1 of this Plan respecting the precinct, and a description of the manner in which the safeguards and measures set out in the report are to be secured; and

(o) a form of Agreement which is sufficient to secure the safeguards and measures set out in the report outlined in Sub-section (n) and which satisfies the requirements of Section 9.1 of this Plan.

11.13 It is the policy of Council that a by-law enacted pursuant to Section 11.12 shall include, in addition to provisions respecting use and density and other matters dealt with in City's Zoning By-law, specific provisions respecting the location and form of development to be permitted in the precinct, including:

(a) the definition of the areas within each block where buildings are to be permitted;

(b) set-back lines;

(c) height limits and/or angular planes; and

(d) the definition of any areas where parking spaces are to be prohibited;

11.14 The submissions made in accordance with Section 11.12 shall be circulated for review and comment to the City, Metropolitan, Provincial and Federal officials, and the officials of any commission, authorities, corporations, or other bodies involved in the development or servicing of the precinct.

11.15 Prior to the removal of the holding symbol, or, in the case of the precinct designated "A" on Map E, prior to the enactment of a zoning by-law implementing the provisions of this Plan as they affect that precinct, land within the Railway Lands may be used for:

(a) railway and related purposes, and

(b) the provision of any public work which is consistent with the future use of the land in accordance with the provisions of this Plan.

11.16 Notwithstanding any other provision of this Plan, no development other than that permitted by Section 11.15 of this Plan may proceed in any precinct west of Spadina Avenue until:

(a) the relocation of the High Line freight by-pass is underway;

(b) approximately 75 per cent of the public facilities, infrastructure and services, measured in constant dollars, and development on 50 per cent of privately owned sites of any precinct between Spadina Avenue and John Street are under construction; and

(c) adequate consultation, within a reasonable period of time, has taken place with the Ministry of Education, the Toronto School Board, and the Metropolitan Separate School Board in order:

  (i) to determine whether a school or schools will be required in the portion of the Railway Lands west of Spadina Avenue, and, if a school (or schools) is required,

  (ii) to identify the approximate location for any such school or schools, having regard for the policies contained in Seciton 5.3-5.5 of this Plan.

11.17 Notwithstanding anything contained in this Section, Council may reduce the requirements for the removal of the Holding Symbol and may enact a by-law removing the Holding Symbol to permit the development of an individual site in the Railway Lands, provided that:

(a) the site has been or will be provided with access and municipal services adequate to service the proposed developement of the site;

(b) the development is consistent with the other provisions of this Plan;

(c) subject to the removal of the Holding Symbol, the proposed development of the site is permitted by the Zoning By-law;

(d) the site has been included in an Environmental Report and the safeguards and measures identified in the Environmental Report are satisfactory to the City and the Ministry of the Environment and have been adequatey secured; and

(e) the development proposed for the site is of major public significance.

12. IMPLEMENTATION

12.1 It is the policy of Council that the planning, regulation and control of the Railway Lands in accordance with the provisions of this Plan be undertaken as far as is possible within the provisions of The Planning Act, 1983.

12.2 It is the policy of Council to designate the entirety of the Railway Lands as an area of site plan control pursuant to Section 40 of The Planning Act, 1983.

13. DEFINITIONS

13.1 Unless otherwise defined in this Plan, the italicized words in this Plan shall have the same meanings as are provided by Part I of this Plan.

13.2 The areas referred to below are defined by the boundary lines on the following Maps:

Map A

Railway Lands

Map C

Bathurst-Spadina Medium Density Mixed Commercial-Residential Area

Financial District A and B

Front Street General Use Areas A, B and C

Major Parkland Area

Rail Corridor and Union Station Area

South Downtown High Density Mixed Commercial-Residential Areas A, B, C and D

Spadina Sub-centre High Density Mixed Commercial-Residential Areas A, B, C, and D

Spadina Sub-centre Special Mixed Use Areas A, B, C, and D

Map E

precincts

13.3 Concept Plan... See Section 11.8(a) and (b).

13.4 Environmental Report... See Section 9.1.

13.5 Environmental Agreement... See Section 9.2.

13.6 Major Parkland Area ... See Section 13.2

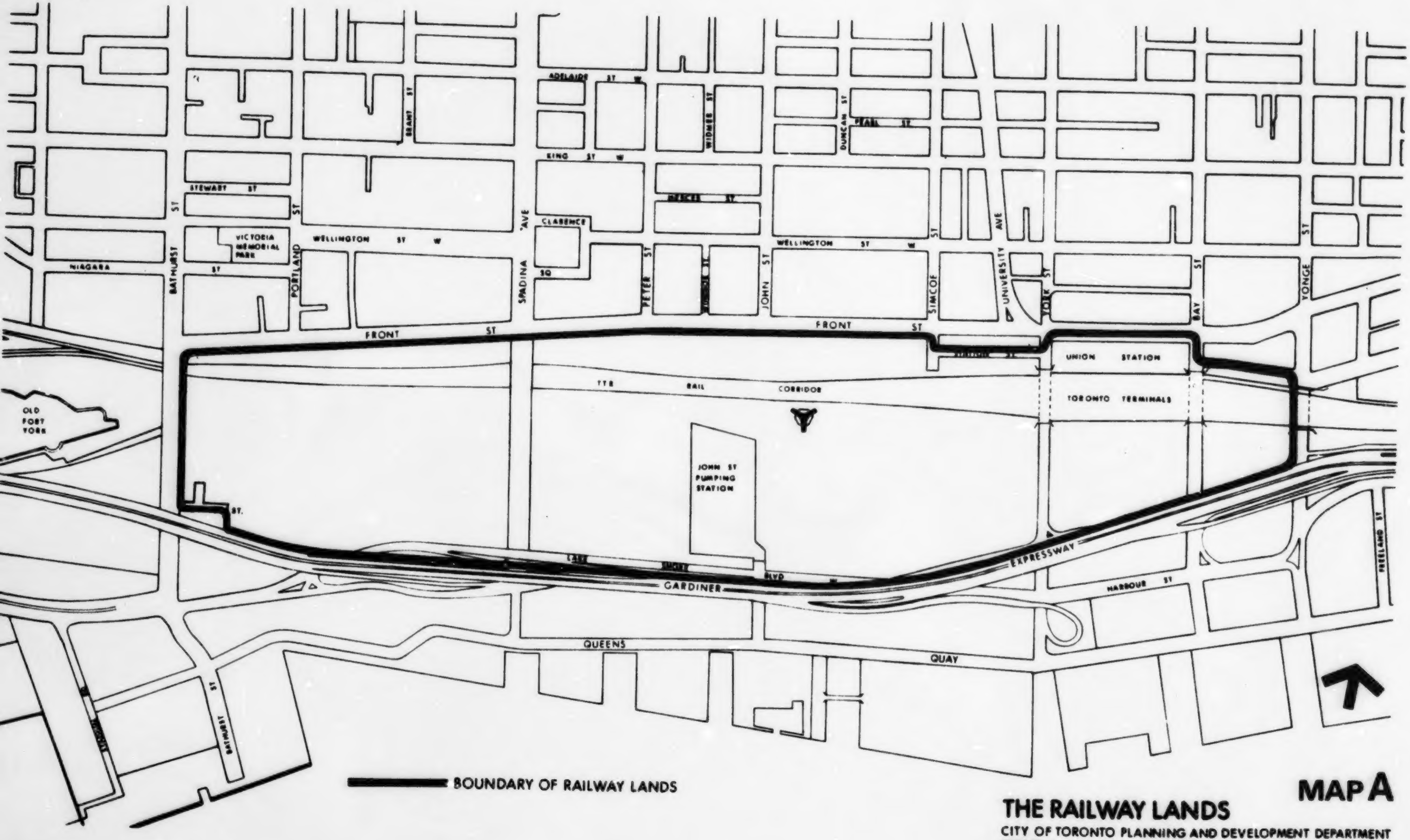
13.7 Municipal Services means sanitary and storm sewers and watermains.

13.8 precinct .... See Section 13.2

13.9 Precinct Agreement.. See Section 11.6

13.10 Precinct Plan... See Section 11.6.

13.11 Utility Services means cable television, telephone, gas and/or electricity facilities, or other services.



MAP A

THE RAILWAY LANDS

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT
STEPHEN G. McLAUGHLIN – COMMISSIONER

0 100 200 m

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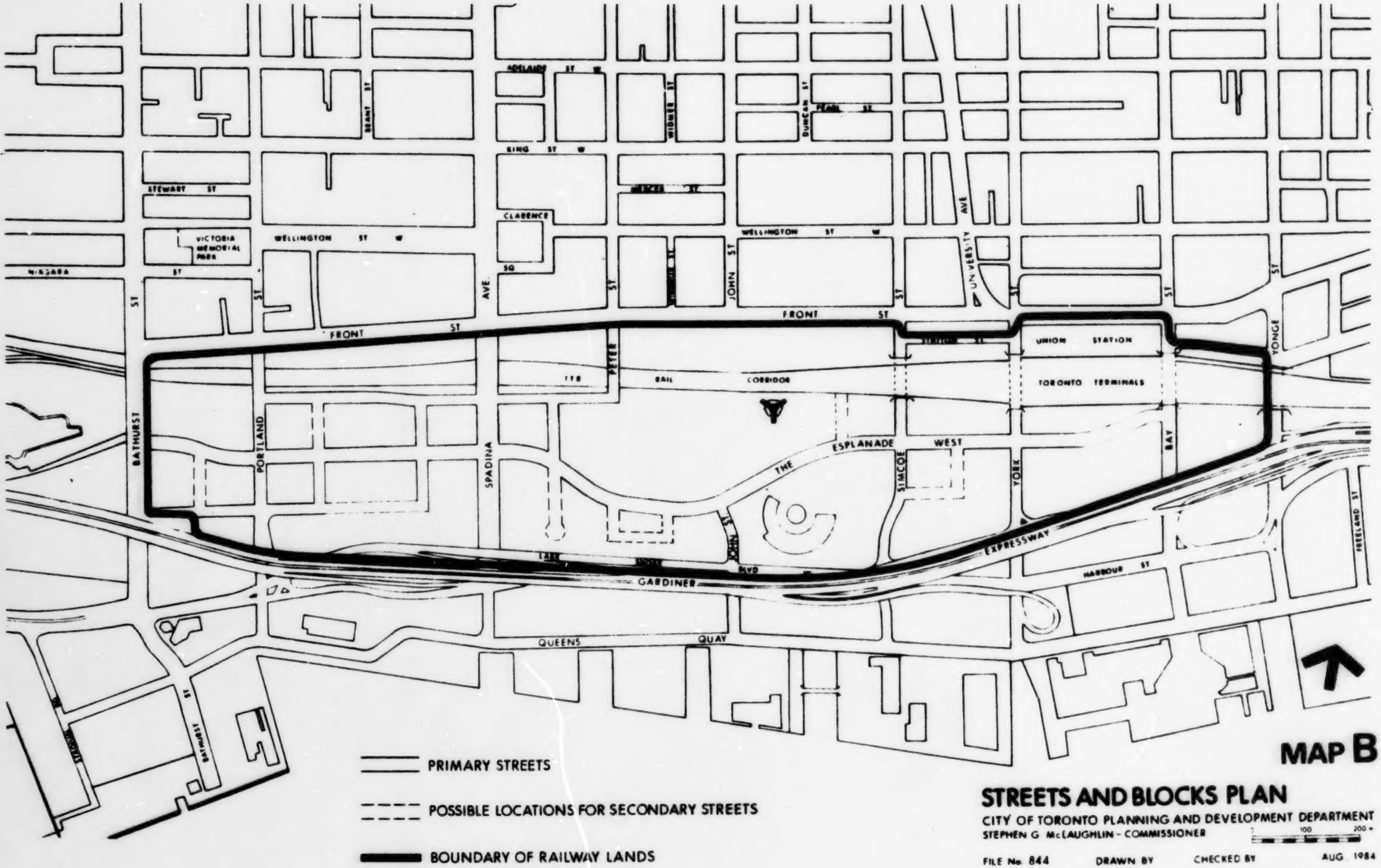

MAP B

STREETS AND BLOCKS PLAN

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT
STEPHEN G McLAUGHLIN - COMMISSIONER

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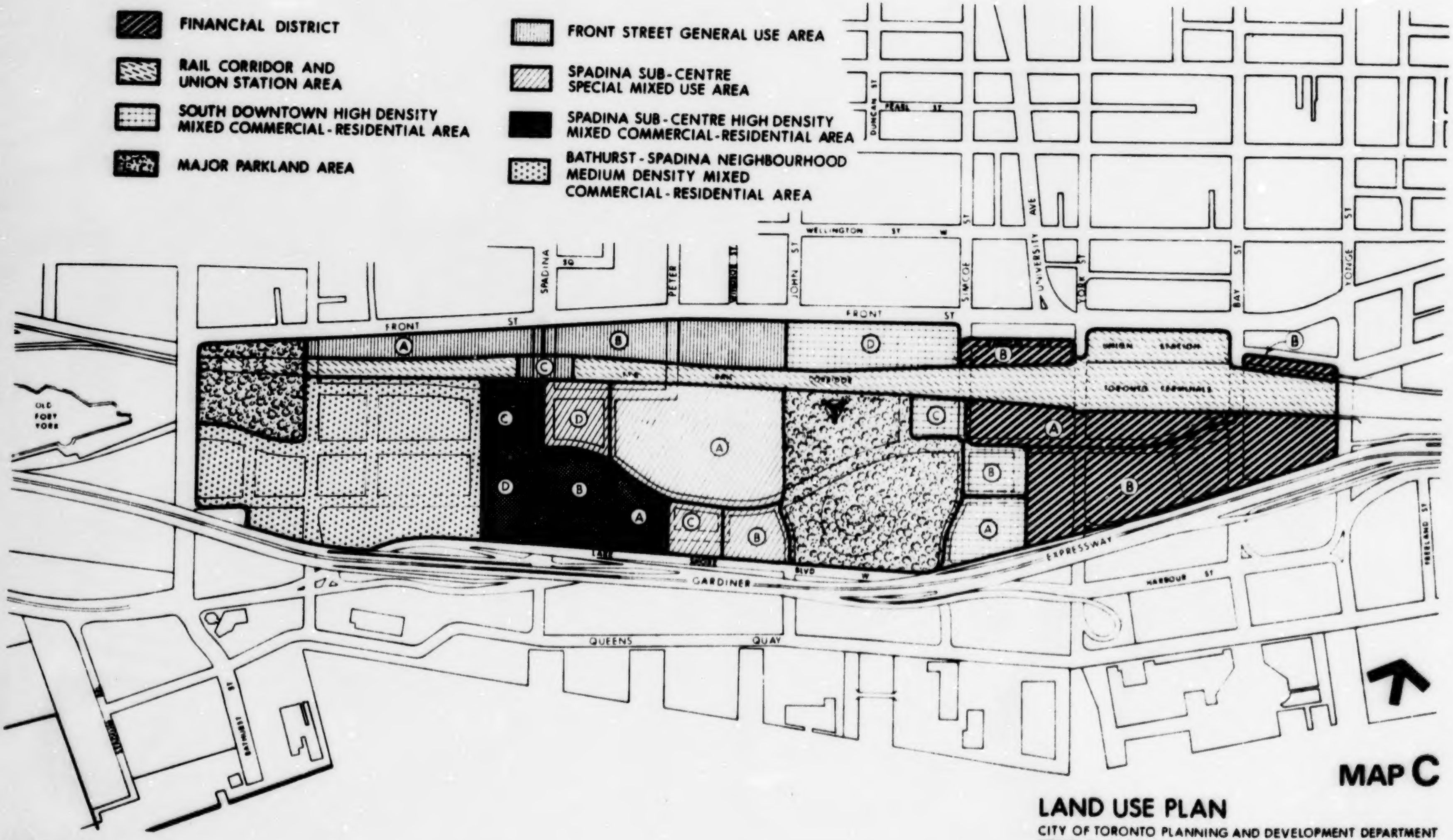
FINANCIAL DISTRICT
RAIL CORRIDOR AND UNION STATION AREA
SOUTH DOWNTOWN HIGH DENSITY MIXED COMMERCIAL-RESIDENTIAL AREA
MAJOR PARKLAND AREA
FRONT STREET GENERAL USE AREA
SPADINA SUB-CENTRE SPECIAL MIXED USE AREA
SPADINA SUB-CENTRE HIGH DENSITY MIXED COMMERCIAL-RESIDENTIAL AREA
BATHURST-SPADINA NEIGHBOURHOOD MEDIUM DENSITY MIXED COMMERCIAL-RESIDENTIAL AREA
DUNCAN ST
PEARL ST
WELLINGTON ST W
SPADINA
SQ
PETER
JOHN ST
SIMCOE ST
UNIVERSITY AVE
YORK ST
BAY ST
YONGE ST
FRONT ST
UNION STATION
TORONTO TERMINALS
RAIL CORRIDOR
OLD FORT YORK
A
B
C
D
LAKE SHORE BLVD W
GARDINER EXPRESSWAY
HARBOUR ST
FREELAND ST
QUEENS QUAY
BATHURST ST
0 100 200 m

MAP C

LAND USE PLAN

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT
STEPHEN G McLAUGHLIN - COMMISSIONER

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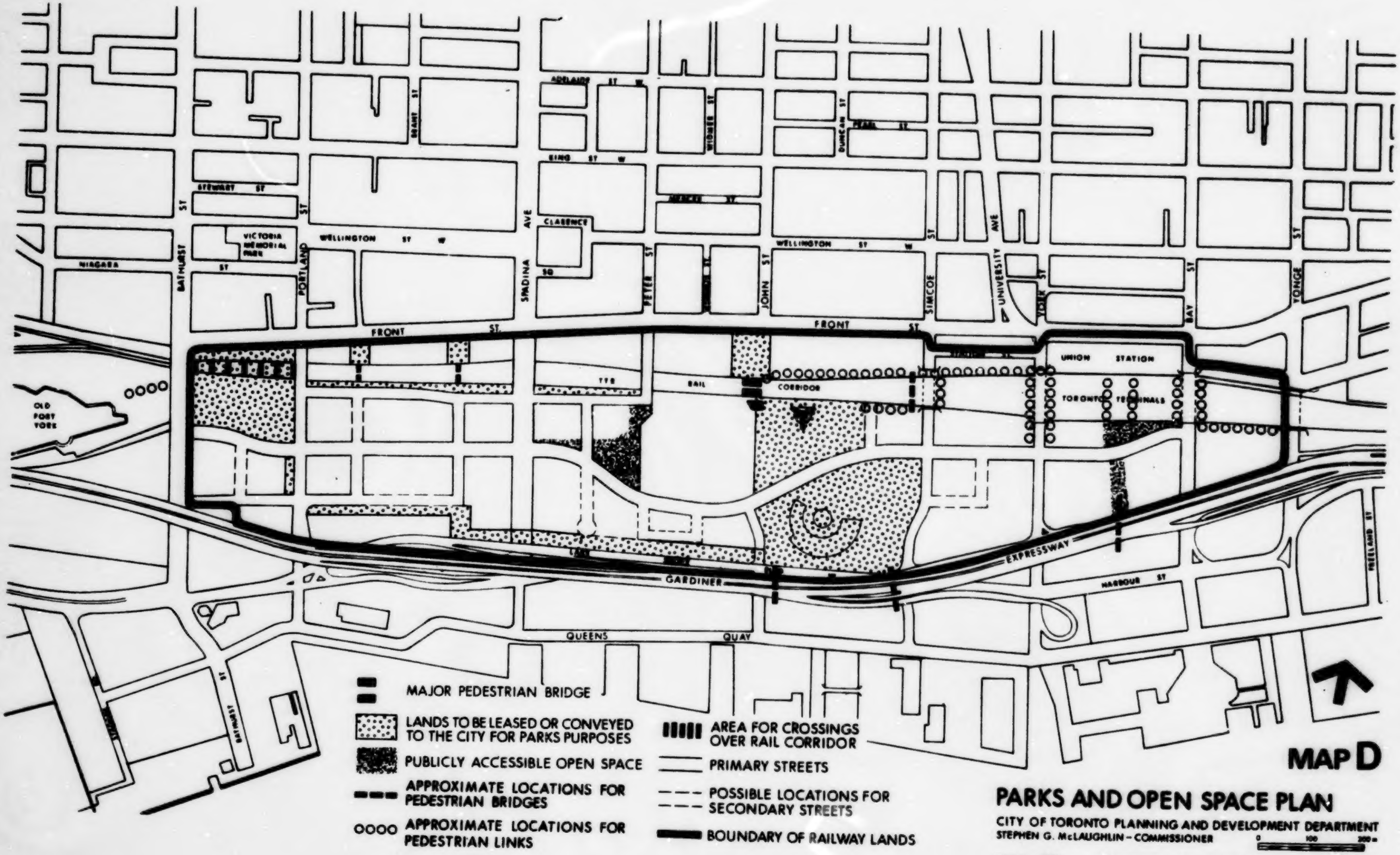

MAP D

PARKS AND OPEN SPACE PLAN

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT
STEPHEN G. McLAUGHLIN – COMMISSIONER

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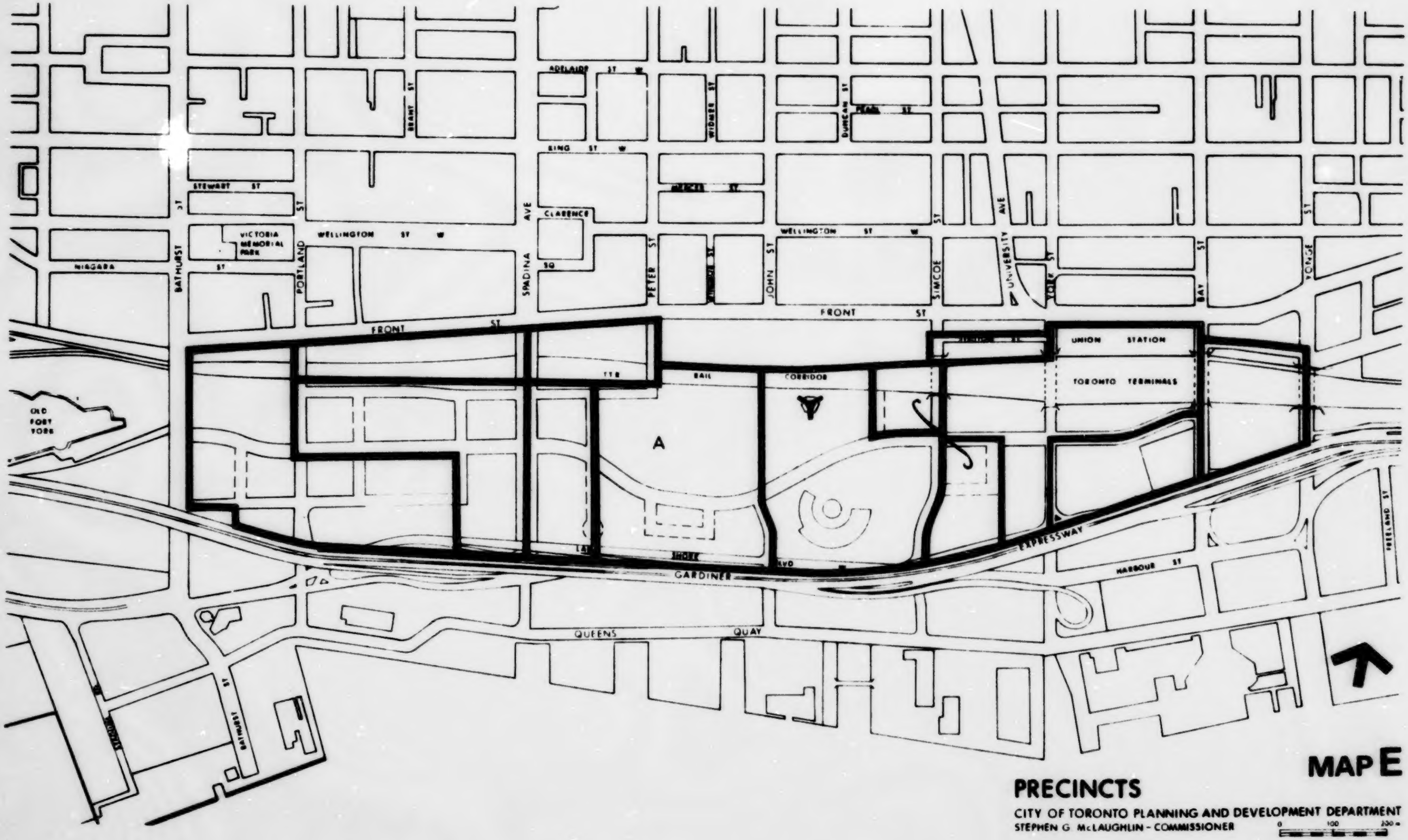

MAP E

PRECINCTS

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT
STEPHEN G McLAUGHLIN - COMMISSIONER

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